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ABSTRACT

This report describes the Dayton Public Schools Strategic Support Teams (SSTs), which address stagnant student achievement among Dayton's students. They are composed of superintendents and other senior urban school managers from across the country who have struggled with the same issues as Dayton. Chapter 1 summarizes SST findings about challenges and issues in Dayton and key proposals addressing these issues. Chapter 2 discusses leadership critical to carrying out all the proposals. Chapters 3, 4, 5, and 6, summarize issues, findings, and recommendations concerning student achievement, finance, school facilities, and district communications with the public. Chapter 7 summarizes the report. The SSTs found that the main reason for Dayton's stagnating student achievement was lack of focus. They also noted a lack of accountability. Recommendations for change include leadership focused on instruction, re-establishment of challenging academic goals, sharpening of the district's instructional program, rearrangement of how and where the district spends resources, and creation of a construction bond to allow for repair, renovation, and replacement of aging buildings. Five appendices present individuals interviewed, documents reviewed, biographic sketches of project team members, statistical comparison of the Dayton Public Schools, and information about the organizations. (Contains 9 graphs and 12 tables.) (SM)

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Raising Student Achievement in the Dayton Public Schools

Report of the Dayton Public Schools
Strategic Support Teams

Submitted to the

Dayton Public Schools

By the

Council of the Great City Schools

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Acknowledgments

The Council of the Great City Schools thanks the many individuals who contributed to this effort to improve student achievement in the Dayton Public Schools. Their efforts and commitment were critical in presenting the district with the best possible proposals.

First, we thank Superintendent Jerrie Bascome-McGill. It is not easy to ask one's colleagues for this kind of review. It takes courage and openness. It also requires a commitment to the children of the city that is uncompromising. She has that in abundance.

Second, we thank members of the School Board—Gail Littlejohn, Tony Hill, Doniece Gatliff, Clayton Luckie, Yvonne Isaacs, Tracy Rusch, and Mario Gallin. They are working harder and with more unity than ever before to develop a reform agenda that can raise student achievement and recapture the confidence of the public.

Third, we thank the members of the Dayton Public Schools staff who provided all the time, documents, and data that the project needed in order to do its work. Their honesty and frankness was critical to our understanding of the challenges that Dayton faces.

Fourth, the Council thanks the cities and school districts that contributed staff to this effort. They included Charlotte, Houston, Cleveland, Fort Worth, Providence, Birmingham, New York City, Chicago, and Columbus. A number of cities donated more than one person, and no district, when asked to help, turned down our request for assistance. All staff members from these cities provided their expert services to the Dayton Public Schools *pro bono*. We also thank Phyllis Hunter and Nancy Timmons, who have retired from their districts but were equally eager to help. The enthusiasm and generosity of these individuals and their districts is another example of how the nation's urban public school systems are banding together to help each other improve student performance and regain the public's confidence.

Fifth, the Council thanks The Broad Foundation, based in Los Angeles. It provided staff assistance and the financial support to cover lodging and airfares for the Strategic Support Teams that contributed to this effort.

Sixth, I thank Chester Finn, President of the Fordham Foundation, for his thoughtful review of the project's work. And, I thank Linda Powell, Professor at the City University of New York, who is working with the school board and the McGill administration to ensure that everyone is pulling in the same direction. Finally, I thank Council staff members Sharon Lewis, Robert Carlson, Janice Ceperich, Tonya Harris, and Terry Tabor whose skills were critical to the success of this effort.

Michael Casserly
Executive Director
Council of the Great City Schools

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Introduction: Purpose and Origin of the Project

Origin and Overview of the Project

The Council of the Great City Schools has prepared this report at the request of Jerrie Bascome McGill, Superintendent of the Dayton (Ohio) Public Schools (DPS), and the Dayton Board of Education. These leaders asked the Council to review the school district's performance as a way to help address its declining enrollment and stagnant student achievement. The goal of the project was to figure out why the academic performance of Dayton's students was not improving and what the district could do about it, and to follow up with needed technical assistance. The Council has done this type of review for other urban school systems.

The first request from Dayton to the Council came from former School Board member Joey Williams in January 2000, after he had read the reports on similar Council projects in Buffalo and Washington, D.C. His interest was followed by a formal request from Superintendent McGill in Spring 2000 to examine plans for downsizing the district. Dr. McGill, a 30-year veteran of the school district, had contracted with Phi Delta Kappa for a curriculum audit and was in the initial throes of developing a new districtwide strategic plan.

Because of previous commitments in other cities, the Council did not begin its on-site review of Dayton until Fall 2001. To carry out its charge, the Council assembled four Strategic Support Teams (SSTs) composed of superintendents and other senior urban school managers from across the country who have struggled with many of the same issues as Dayton. Teams also included at least one other person from another Ohio city to advise on state-specific issues.

The first team was composed of superintendents with substantial experience in boosting the performance of other large urban public school systems. After meeting with Superintendent McGill and reviewing draft strategic and continuous improvement plans, this superintendents' team proposed that three additional teams be established:

1) A curriculum, instruction, and student achievement team (the "instructional team"), which would focus on boosting student performance;

2) A finance team, which would work on ways to pay for needed reforms; and

3) A communications team, which would work on selling the needed changes to and rebuilding its relationships with the Dayton community.

This report presents the findings and proposals of each teams.

Superintendent McGill and the school board are to be commended for their courage and openness. It is not an easy decision to subject oneself and the institution one leads to the kind of scrutiny that a project like this entails. These leaders deserve the public's thanks.

PROJECT GOALS PROJECT GOALS AND PROCESS

The broad goals of the Council's review were to:

- Examine student performance in the Dayton Public Schools and propose strategies for raising academic achievement;
- Propose strategies that would maximize resources for instruction in the Dayton Public Schools; and
- Suggest ways to rebuild public confidence in the Dayton Public Schools.

The Council also sought to identify expertise, resources, strategies, and materials from other city school systems across the country that the Dayton Public Schools could use to boost student achievement.

The Council gave considerable thought to simply offering technical assistance to the Dayton Public Schools instead of conducting this more extensive review. The superintendents' team suggested, however, that the district needed a clearer articulation of where it was going before technical assistance made any sense. Simply listing all the things wrong with the district did not strike anyone as a good use of time. This report, instead, attempts to clarify direction, priorities, and strategies for which technical assistance could then be provided coherently and effectively.

Neither this project nor its final report should be mistaken for an audit. It is not. There have been plenty of audits conducted on the school system. Instead this report represents an effort to spur instructional performance, and to provide necessary technical assistance and staff support to the Board, the Superintendent, and staff.

THE WORK OF THE STRATEGIC SUPPORT TEAMS

The first team, composed of superintendents, visited Dayton on September 23-24, 2001. This team spent considerable time analyzing the district's broad strategic and continuous improvement plans. It also spent time reviewing district priorities and analyzing how well DPS strategies and programs reflected those priorities. The instructional team made its site visit to the Dayton Public Schools on November 25-28, 2001. It also visited one school. The finance team visited Dayton on December 19-21. And the communications team visited the city on January 27-30, 2002. The Superintendent was briefed by the teams on preliminary findings and proposals at the end of each visit.

The teams carried out their charge by conducting interviews and meetings with DPS staff and several outside parties; reviewing numerous documents and reports; and developing initial drafts of recommendations and proposals. The groups also conducted conference calls after their site visits, gathered additional information, and refined their recommendations. Draft copies of this report will be presented to the Board of Education, the Superintendent, and staff before it is released in final form.

This model of using small Strategic Support Teams of senior managers from urban school systems across the nation is unique to the Council and its members. The organization finds it

effective for a number of reasons. First, it allows the Superintendent to work with talented, successful practitioners from around the country. It also permits the Superintendent and staff to share ideas with individuals who have faced many of the same challenges.

Second, the recommendations from urban school peers have power because the individuals who developed them have faced many of the same problems now encountered by DPS. No one can say that these managers do not know what working in an urban school system is like.

Third, using senior urban school managers from other communities is faster and less expensive than retaining a large management-consulting firm. The learning curve is rapid and the personnel time is donated.

Finally, the teams comprise a substantial pool of expertise that Superintendent McGill and the Board can call upon for advice or help in implementing the recommendations, meeting new challenges, and developing alternate solutions to problems. The Strategic Support Teams included the following individuals:

Superintendents' Team

Eric Smith
Superintendent
Charlotte-Mecklenberg Public Schools

Barbara Byrd-Bennett
Chief Executive Officer
Cleveland Public Schools

Diana Lam
Superintendent
Providence Public Schools

David Hornbeck
Former Superintendent
Philadelphia Public Schools

Curriculum & Instruction Team

Francis Haithcock
Associate Superintendent for Curriculum and Instruction
Charlotte-Mecklenberg Public Schools

Ricki Price-Baugh
Assistant Superintendent for Curriculum & Instructional Development
Houston Independent School District

Nancy Timmons
Associate Superintendent for Curriculum & Professional Development (retired)
Fort Worth Public Schools

Thandiwe Peebles
Superintendent of the CEO's District
Cleveland Public Schools

Phyllis Hunter
National Reading Consultant
Houston

Finance Team

Ken Gotsch
Chief Financial Officer
Chicago Public Schools

Jason Henry
Senior Assistant to the CFO
New York City Public Schools

Phoebe Wood
Executive Director of Budget & Financial Management
Columbus Public Schools

Communications Team

Nora Carr
Assistant Superintendent, Public Information
Charlotte-Mecklenberg Public Schools

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Nancy Ricker
Executive Director, Schools and Community Relations
Fort Worth Independent School District

Michaelle Chapman
Director of Written Communications
Birmingham Public Schools

CONTENT OF THIS REPORT THIS REPORT

Chapter 1 of this report is a general summary of the findings of the SSTs about the challenges and issues in Dayton and of the key proposals made by the teams to address these issues. Chapter 2 discusses the issue of leadership, which is critical to carrying out all the proposals presented here. Chapter 3 summarizes the issues, findings, and recommendations concerning student achievement. Chapter 4 presents the issues, findings, and recommendations concerning finance. Chapter 5 examines issues, findings, and recommendations related to school facilities. Chapter 6 presents issues, findings, and recommendations dealing with the district's communications with the public. The final chapter summarizes and synthesizes the report.

This document comes with a binder prepared for the Dayton Public Schools containing materials and samples from other cities. It has, for instance, pacing guides and communications tools from Charlotte; a case study on school construction bonds from San Diego; an RFP from New York City on vendor consolidations; a model budget from Chicago; and much more. We have also recommended consultants (complete with telephone numbers or email addresses) to help the district implement the instructional proposals.

The report uses the basic framework articulated by the Superintendent in her draft strategic plans and the general recommendations presented in the Phi Delta Kappa audit. We use these documents as "points of departure" to discuss broader concerns about where the district is going. In that respect, the report is both strategic and operational.

We have shied away from using a specific school reform model to guide our recommendations. Instead, we relied on what works for some of the fastest improving urban school districts in the country. These include Charlotte-Mecklenburg, Houston, Fort Worth, and others.

We should point out that this project did not examine everything. We did not, for instance, spend any time reviewing such operations as food service, transportation, personnel, facilities management, security, or other administrative functions. The Council is often asked to review these areas in other districts and may eventually be asked to do so by DPS. Our efforts, to date, have focused exclusively on student achievement and related issues, not on the internal operations of individual departments.

The project also did not conduct a detailed review of staffing allocations or "right-sizing" of district staff. We did not review staffing qualifications, although the teams were generally impressed

with the quality of many of the individuals that Superintendent McGill has recently recruited. We benchmarked DPS staffing with other city school districts to see if it was lopsided in any way and we suggested alternative ways to organize central office staff. Nevertheless, the Council does not consider this a management review *per se*.

Finally, the project has also not looked at School Board policies. It is common to find board actions that are not in step with where the district says it wants to go. The Council would like to review these policies to propose ways for the new board to work more effectively on behalf of student achievement.

We should also note that the recommendations developed by the Strategic Support Teams need considerably more work to prioritize and translate them into specific work plans. The recommendations are intended to set a framework and to form broad directions and proposals, not to be a checklist or an itemization of activities.

Finally, The Broad Foundation provided travel, lodging, and meal expenses for the Strategic Support Teams. The bulk of the work conducted on this project, however, was done *pro bono*.

There are a great many people across the country who want the Dayton Public Schools to succeed. This report was written in that spirit.

PROJECT STAFF

Council staff working on this project included:

Michael Casserly Executive Director Council of the Great City Schools	Robert Carlson Director of Management Services Council of the Great City Schools
Sharon Lewis Director of Research Council of the Great City Schools	Janice Ceperich Research Specialist Council of the Great City Schools
Tonya Harris Communications Specialist Council of the Great City Schools	Terry Tabor Conference Specialist Council of the Great City Schools

Raising Student Achievement in the Dayton Public Schools:

Report of the Dayton Public Schools Strategic Support Teams

I. Summary of Challenges, Issues, and Key Proposals

Challenges

The Dayton Public Schools are in crisis. Student achievement is low. Funding is tenuous. Buildings are dilapidated. And the public is clearly looking at its options. Without change, parents will find or create them. The warning signs are everywhere.

Academic performance is the first and most troublesome sign of problems. The Dayton Public Schools, along with most of Ohio's urban districts, are on the state's "academic emergency" list for not exceeding at least eight of 27 quality indicators. Dayton's schools meet three, all in the area of writing performance. No urban school system in Ohio has fewer children meeting state proficiency standards.[1] Only 23% of DPS fourth graders met state reading benchmarks in 2000, compared with 34% in Cleveland, 35% in Toledo, 37% in Columbus, and 29% in Cincinnati. Math scores are worse. The problem appears to be exacerbated by high teacher absenteeism.

Second, school district enrollment is declining alarmingly. Between 1990 and 2000, the number of students attending the Dayton Public Schools dropped from about 28,000 to 21,000—a drop of roughly 25%. The decline was particularly steep after 1998. No major city school district in the nation saw its enrollment plummet as fast over the same period. At current rates, Dayton's enrollment may stand at just 14,000 by 2003-04.[2]

Third, public confidence is fragile at best. A recent poll by the Fordham Foundation showed that only 23% of Dayton parents gave their public schools an "A" grade, while 16% conferred either a "D" or "F."[3] Only 5% of parents with children in charter schools gave their schools low or failing grades, as did fewer than 2% of parents with children in private schools.

Fourth, school buildings in Dayton are old even by urban school standards. Seven of the district's 47 currently operating facilities are more than 100 years old. An additional 16 buildings

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[1] *Beating the Odds: A City-by-City Analysis of Student Performance and Achievement Gaps on State Assessments*. Council of the Great City Schools, 2001.

[2] *A Curriculum Management Audit of the Dayton Public Schools*. Phi Delta Kappa International, 2001.

[3] *Dayton Education in 2001: The Views of Citizens and Parents (with children in Public, Private and Charter schools)*. Thomas Fordham Foundation, 2001.

are 70 years old or more. No school has been built in the district in nearly 20 years. The upshot is that nearly 27% of the district's per pupil expenditures are devoted to building operations, utilities, maintenance, and repairs.[4]

Finally, the district continues to operate under one of the nation's oldest court-ordered desegregation plans. This is not necessarily a bad thing. But it undermines parental choice of schools and community satisfaction. It also diverts scarce resources from badly needed academic programs. The Dayton Public Schools have sought relief from the order by applying for unitary status from the court, but plaintiffs are not yet satisfied with district plans.

Without major changes, these signs portend serious challenges to the viability of the Dayton Public Schools within a few years. It is conceivable that the district's claim on the local tax base could be transferred to some type of charter school authority if enrollment slides to the point that as many or more students attend charter or private schools as go to regular public schools. It is also plausible that the state could take over the district if it cannot move out of emergency status. Ohio has not regularly used this strategy, but other states have.[5] The wholesale privatization of city school systems is also not unthinkable. Additional pressure for change will come from the newly reauthorized Elementary and Secondary Education Act, which puts federal teeth into the school improvement process by requiring adequate annual test score gains. Sanctions include loss of aid and control, reconstitution, and other drastic measures.

For the Dayton Public Schools, improvement is no longer optional—it's imperative.

There are reasons to be hopeful, however. The community has not given up on its schools. Dayton has recently elected a new school board slate that promises to bring fresh ideas, new energy, stable leadership, and bold thinking to the district. The Fordham polls suggest that the city may be ready to take some risks. The citizenry would not have elected the "Kids First" slate if it did not care about its public schools any longer.

Three aspects of the school district's finances also suggest opportunities for moving the system forward. First, the deficits run by the district several years ago are history. The school district has balanced its books for three straight years with careful planning, budget cutting, skill and diligence. The Superintendent, a succession of Treasurers, and Tony Hill, who chaired the school board's Finance Committee, deserve credit. Second, the city has a bond rating[6] of A+ and the school district has been debt free for some years, suggesting that it could sell bonds for school renovation and construction at favorable interest rates. Third, the district has a fair amount of revenue, relative to statewide and urban averages. The challenge is to channel it into classroom instruction.

The Superintendent, moreover, has recruited a number of new senior staff members with excellent skills. The new Deputy Superintendent, Treasurer, budget director, personnel director,

[4] State of Ohio 2001 District School Report Card: Dayton City School District. (The 2002 Report Card had not been published when this report went to press.)

[5] Ohio has taken over the Cleveland Public Schools twice in the last 25 years.

[6] Standard & Poors

and others appear to be bringing new rigor to the district's operations. At the classroom level, the district has a favorable student teacher ratio compared with many other urban school systems nationwide. Teachers were also more experienced than one always sees in city schools.

Finally, staff and teachers are not happy with the district's performance. We see this as an opportunity rather than a liability. The Council has worked in many districts where employees believed that the system was doing well and that reform was unnecessary. This does not appear to be the case in Dayton. Staff and teachers are sick of being beaten up in the press, but they are also tired of thinking that they are working on a losing proposition. Turning this disaffection into constructive energy may be the district leadership's biggest challenge.

Rather than do nothing, the Dayton community has clearly decided to seize these opportunities and chart a new course. Many city school systems have faced similar choices between stagnation and progress, including Cleveland and Cincinnati, Boston, Charlotte, Sacramento, Houston, Fort Worth, Baltimore, Norfolk, Long Beach, and others. Some initiated reforms on their own, while others had the choices made for them by external forces. But none of these cities that took the steeper path toward improvement has regretted it. Children in all these places are learning more. Test scores and enrollments are up. And optimism and public confidence are being restored.

The message for the Dayton Public Schools is that greater payoffs often come from choosing the path of *most* resistance.

ISSUES

The poor performance of the Dayton Public Schools is not due to a lack of effort or talent among district staff or teachers. The members of the Strategic Support Teams assembled by the Council were generally impressed with the commitment of most of the people they talked to. Administrators, principals, teachers, and staff are working hard to give the city what they think it wants, and are dedicating themselves, in large and small ways, to taking care of the city's children, outside the public eye and without much appreciation.

The poor performance of the Dayton Public Schools has more to do with its uncertainty and lack of concentration on what it is in business to do. Even good people can look bad in an irresolute organization. Talented people can flounder in a system where the mission is poorly articulated, the direction vacillates, and the imperative to perform is undefined. Poor leadership can undermine people's best efforts and make their work inefficient, ineffective, and at times counterproductive. This is the case in the Dayton Public Schools. There are excellent people in the city's school system, but they do not know where they are going or why.

The result is that district personnel go in whatever way they think best. It means that the system fractures. Its unity of purpose and sense of mission splinter. Its moorings loosen. People in this kind of setting eventually relinquish their need to communicate or collaborate, as individual survival takes precedence over organizational goals.

Council teams saw hints of this dynamic in the staff's sense of victimization. It was also evident in the uncertainty about who was responsible for what—even among people who were in charge. And, it was apparent in the district's lack of accountability for results.

Simply put, it will be very hard for the Dayton Public Schools to hit its target when everyone points their arrows in different directions.

The district has started to address this problem with a draft 3-year strategic plan for improvement. It sets three priorities for the near future: student achievement, financial stability, and facilities. The current plan for student achievement is built on a regional administrative structure, but lacks the instructional focus that could raise scores. The financial priority strives to maintain good fiscal health and to direct more resources into instruction. No specifics support the plan for boosting classroom investments, however. Finally, the draft plan proposes to close more schools and repair those that remain.

These appear to be the right priorities for the Dayton Public Schools at this time. The challenge for leadership is to sharpen these priorities in a way that allows people to see them clearly; to undergird them with substantive strategies that can achieve district goals; and to get everyone pulling in the same direction.

KEY PROPOSALS

The Strategic Support Teams working on this project are in general accord with the recommendations put forward in the Phi Delta Kappa report. The proposals made in this report are designed mainly to create a broader framework into which the PDK recommendations can be placed. The Council's report, therefore, places its strongest emphasis on the district's strategic priorities and how those priorities can be met.

The Teams also believed that the Dayton Public Schools have all the tools and talent it needs to raise student achievement, boost public confidence, and be a first-rate school system. To do that, however, the teams felt that the district must shift from an organization that essentially allows everyone to do what they want to one that is relentlessly focused—with no distractions—on student achievement.

To make that transformation, the Council of the Great City Schools proposes that the Dayton Public Schools—

1. **Raise the academic achievement of all students.**

   - **Launch a major new initiative to boost the academic achievement of city students.**

   - **Raise the Dayton Public Schools out of academic emergency within three years.**

Raising the academic achievement of urban school children is the bottom line for every big city public school system in the nation. Fort Worth, Houston, Sacramento, Louisville, Charlotte, and other cities have made major gains in test scores over the last several years.

despite the high levels of poverty found in some of these communities. This has occurred because these districts focused like a laser beam on the single goal of improved student achievement. Raising student achievement in Dayton would mean:

(a) Refocusing the district's mission on student performance and aligning its work on achievement.

(b) Re-establishing high districtwide academic goals in reading and math and setting annual numeric targets for each school.

(c) Hiring a district "Reading Czar" who would report to the Superintendent and be responsible for implementing a scientific, research-based reading program.

(d) Centralizing the district's curriculum and professional development efforts.

(e) Terminating all school-based "comprehensive reform models."

(f) Placing central office administrators and school principals on annual performance contracts tied to meeting academic targets.

(g) Giving school principals more latitude to hire teachers.

2. Shift more resources into classroom instruction.

- **Raise the proportion of per pupil expenditures devoted to instruction from 47% to at least 55% within three years and to 60% within five years.**
- **Use the shift in resources to pay for the district's unitary status plan and instructional initiatives.**
- **Maintain the district's current financial solvency.**
- **Move to a districtwide choice plan with neighborhood schools.**

There is not always an exact connection between resources and student achievement, but it is better for school districts to devote more of their scarce resources to classroom performance than to anything else. Dayton, however, appears to have an unusually small portion of its resources devoted to instruction. Shifting district resources in Dayton would mean:

(a) Reducing or redeploying administrative, clerical, custodial, and non-instructional staff.

(b) Reprogramming some instructional dollars into activities that are more likely to raise student achievement.

(c) Realizing additional operational efficiencies in the district's non-instructional expenditures.

(d) Maximizing revenues from outside sources.

(e) Creating a open-enrollment plan that gives parents the freedom to attend neighborhood schools or choose other schools—with the district providing transportation.

3. Renovate and repair school buildings.

- **Secure a bond from city voters to fund the repair and renovation of district facilities.**

- **Close four to six additional schools over the next three years.**

- **Begin modernizing the district's schools.**

The district is eligible to participate in a state program designed for urban schools (SB272) to repair, renovate, and replace aging school buildings. The program requires a district match of about 40%. To obtain that match, the district will need to go to the voters for approval of a construction bond. Voter approval will depend, in part, on the district's efforts to operate its buildings more efficiently. Improving facilities would mean:

(a) Closing four to six additional schools over the next three years.

(b) Placing a construction bond before the voters no earlier than November 2002.

(c) Improving efficiencies in building operations and spending.

4. Rebuild its relations with and image in the community.

- **Develop a cohesive communications strategy that relies less on favorable press to improve the district's image than on direct community engagement.**

- **Consolidate the district's disparate community, family, and communications activities into a single department reporting to the Superintendent.**

The school district's public image appears to poor and its relations with various community and corporate interests is tattered. The new board has an opportunity to rebuild the district's image and to rally the community behind the schools. This will require a combination of:

(a) Community-building and outreach by the board and the Superintendent to groups that have been disenfranchised.

(b) Marketing the district's work to improve student performance and the results that it achieves.

(c) Consolidating district resources around a cohesive community relations and communications strategy.

(d) Decentralizing the district's central registration application process to allow parents to register their children anywhere in the district no matter where they end up attending school.

The Dayton Public Schools have made a number of important strides in the last few years. The district has restored financial solvency, conducted a major facilities assessment, elected a new school board intent on reform, recruited new staff, reached out to cities across the nation for assistance, sharpened its math curriculum, closed several schools, and begun to articulate its future.

The system's progress will need to accelerate, however. And its improvements will need to include student performance. Other institutional gains will matter little if students do not learn more.

The primary intent of this project was not to list problems, although the findings of this study are consistent with past reviews. The library shelves of the Dayton schools already groan under the weight of reports and audits that present a now-familiar litany of weaknesses. Rather, the purpose of this report is to sharpen the district leadership's vision of the future and better articulate a strategy for how to attain it.

It is not so important that the Dayton Public Schools follow the plan laid out in this report by their urban school colleagues across the country as it is to have a plan that is as strong or stronger than the one articulated here. The chapters that follow are aimed at moving the Dayton Public Schools in a new direction—a direction that many in the city and the school district appear ready to travel.

II. LEADERSHIP

BACKGROUND

The leadership of the Dayton Public Schools currently consists of a traditionally elected school board of seven members, a superintendent, and a group of senior managers—some of whom are also new to the district and to education. The board reflects a classic public governing board often found in social service, nonprofit, or philanthropic entities (as opposed to a corporate board). Its members are all are elected by geographic region; none are elected at-large. Members currently come from differing backgrounds in the public and private sectors. Five members are new to school board governance—four of whom were elected in November 2001 on a citywide reform slate. The head of the slate has been elected board president. The board is charged by the state of Ohio to set policy and to hire employees to carry out that policy.

The Superintendent was first hired on an interim basis in August 1999 and appointed as the district's official superintendent in August 2000. She is a 30-year veteran of the school system. Her first year and a half in office has been devoted to balancing the district's books, reorganizing staff, and developing long-range plans for improving the district.

Beneath the Superintendent is upper management staff, some of whom have been recently recruited to handle finances, human resources, operations, and other functions. These staff people are responsible for developing and implementing instructional and operational policies of the board, and they ultimately report to the Superintendent. The organizational structure of the staff is undergoing revision.

The Dayton Public Schools have a draft mission statement that reads—

Mission

> *The mission of the Dayton Public Schools, the premier educational system of choice, is to ensure that students reach their unique potential as individuals and as contributing members of the global community through exemplary instruction in student-centered learning environments, uncompromised highest expectations for students and staff, and full participation of family and community.*

The mission of the district is further articulated in a draft Strategic Plan that the Superintendent has been working on for some months. That plan articulates three main objectives—

- All students will be successful at their next level of educational endeavor or career.
- 100% of DPS students will exceed all state academic standards.
- 100% of our students will complete district graduation requirement.

The draft Strategic Plan, in turn, has nine main strategies:

Chapter II. Leadership

1. We will develop and implement a vigorous curriculum and methodology that focuses on student-centered learning environments that guarantees each student's success.

    - The district will realign district goals, policies, procedures, and district resources to focus on curriculum and student achievement.
    - The district will restructure the implementation of curriculum at the district, building, and classroom level.
    - The district will select and utilize an assessment system that ensures coordination of the curricula.
    - The district will design student-centered learning environments using the Yale Child Study Model (Comer Model), which addresses six developmental pathways, including: cognitive, ethical, language, physical, psychological, and social development.

2. We will ensure that all staff throughout the system are exemplary and effective.

    - The district will develop a districtwide Professional Development Model, Training Plan, and Evaluation Process that all departments will utilize when providing professional growth and training opportunities for staff.
    - The district will identify resources that are essential for staff development.
    - The district will allow staff adequate time for training.

3. We will build relationships and ensure meaningful input and involvement from all stakeholders in the community to meet the highest expectations for student achievement.

    - The district will develop a Family and Community Involvement Center (FCIC) in each school to guarantee family and community involvement in the education of children.
    - The district will initiate a system to monitor and evaluate the Family and Community Involvement Center to determine the impact on student achievement.
    - The district will provide each building with a School-Community Advisor, who will serve as a liaison for parents, school, and community groups.
    - The district will review and update the functions and job descriptions of the current Family Involvement Department to ensure proper alignment with the plan.

4. We will create a dynamic organization that values and respects individuals and supports them as they work to effectively achieve district objectives on a continuous basis.

    - The district will determine service standards for all staff and board members that are consistently demonstrated and evaluated.
    - The district will develop performance measures that are focused on the critical areas of the organization (financial and operational). Performance data will drive decisions.
    - The district will establish a process to consistently communicate its Vision, Mission, Values and Goals.
    - The district will continue to provide a safe school environment.
    - The district will craft an incentive program that recognizes the contributions of employees.

5. We will ensure that our financial resources are aligned with the district objectives.

   - The district will devote a higher percentage of dollars to instruction in order for students of DPS to succeed and compete academically.
   - The district will, by year three of the Comprehensive Three-Year Plan (2003-04), increase instructional dollars from the current level of 47.7% of the budget to 55.6%—an increase over time of 7.9%.
   - The district will, in an effort to alleviate the multiple impacts of poverty on its students, continue to aggressively pursue alternative forms of funding for student programs.

6. We will provide facilities and an infrastructure that support student achievement.

   - The district will develop a master facility planning process for the DPS district as required by the Ohio School Facilities Commission (OSFC).
   - The district will gather input from the community and staff at a Community Dialogue meeting through a Districtwide Steering Committee.
   - The district will, based on the results of the Community Dialogue regarding the educational programs and services offered by the DPS, recommend the educational framework for the development of facility options.
   - The district will, through the educational framework, develop options for the improvement or replacement of Dayton Public Schools facilities.

The Superintendent, in turn, has focused her priorities around "regionalizing" the district structurally in order to improve academic performance; moving resources into instructional functions; and right-sizing district facilities.

ISSUES OF MAIN CONCERN

The Strategic Support Teams working on this project made several observations about issues affecting the performance of the Dayton Public Schools.

- The superintendent needs to exert stronger leadership and direction than has been evident previously.

- The school board has failed in the past to provide a sense of unity and cohesiveness to the district.

- The district's mission statement lacks coherence and fails to articulate a clear sense of direction to the district, its employees, or parents.

- The district's draft Strategic Plan generally articulates the right priorities but needs additional focus and clarity to provide adequate direction and leadership. (This document is under revision.)

Chapter II. Leadership

First, the Strategic Support Teams generally found that leadership in DPS needed to be strengthened considerably. It was also the belief of team members that the lack of clear leadership was undercutting the district's effectiveness.

The Council of Great City Schools recognizes that the characteristics of effective leadership are elusive, but they are also impossible to miss. Good leadership is marked by the ability to set clear and compelling goals, the skill to get others to see the same goals, the capacity to motivate others to work together to attain them, and the latitude to hold people accountable for the results. Leadership depends less on the structure of an organization—although that is important—than on the ability of leaders to mobilize people in the organization to adapt to new circumstances, new values and approaches, and competitive forces.

Second, the district has been widely known for some years for its fractious school board-administration relations. Board members were pitted against each other. Board members were pitted against administrators. Administrators were pitted against everyone else. The result has been the demise of public confidence and a school system that has lost its way. Citywide polling suggests that some 56% of the public thought that the district's leadership should be doing "a lot better" than it was; about 26% thought it should be doing somewhat better; and only 12% thought district leadership was doing well enough.[1]

The management audit prepared by Phi Delta Kappa was also quite pointed in its concern about board leadership.[2] The group found that—

> *One of the most strident complaints by employees and patrons of the Dayton Public Schools is the discord between the Board and the administration. Board members fail to comply with board policies governing Board-administration relations. The administration is hampered in its efforts to effectively manage day-to-day operations with harmony and coherence and to carry out board goals.*

The PDK audit report also documented that the board had convened an extremely large number of meetings over the last several years: 68 meetings in 1998, 105 in 1999, and 93 in 2000 (as of November 1). These numbers are excessive and reflect a board that has gone past its policy-setting role into day-to-day operations.

The Strategic Support Teams reached the same conclusions as PDK. The Board had provided inconsistent direction, attempted to micromanage operations, and lacked the necessary group leadership skills. Community dissatisfaction with this leadership helped propel the "Kids First" slate into office.

Many people from the community, businesses, and neighborhoods, and within the district itself, are encouraged by the election of the new school board. The Strategic Support Teams were

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[1] *Dayton Education in 2001: The Views of Citizens and Parents (with children in Public, Private and Charter schools)*

[2] *A Curriculum Management Audit of the Dayton Public Schools*

also impressed by the quality of the slate and its potential to lead the district forward. "Kids First" will need to set a fresh tone for performance, shared responsibility, and community engagement.

Third, the Strategic Support Teams found that the district's mission lacks clarity. It generally suffers from four fundamental problems: no one can recite it; no one knows what it means; no one can tell from it what the district's priorities are; and no one would be able to tell if the mission was ever being met.[3] It is not even clear that the mission statement is tagged to a school system *per se*. In short, the mission statement of the Dayton Public Schools lacks coherence and the ability to rally people around shared goals.

Sample mission statements from big city school systems across the country that are clear about what the organization is in business for include—

> *"The mission of the San Diego City Schools is to improve student achievement by supporting teaching and learning in the classroom."*
>
> *"The mission of the Minneapolis Public Schools is to ensure that all students learn."*
>
> *"The mission of the Albuquerque Public Schools is to provide a quality education that prepares all students to become contributing members of a changing world."*
>
> *"The mission of the Fort Worth Independent School District is to ensure high academic achievement for all students."*
>
> *"The mission of the Austin Public Schools is to educate every student every day."*
>
> *"The mission of the Tulsa Public Schools is for every student to achieve maximum success through excellent academic programs."*

Fourth, the draft Strategic Plan also lacks clarity and focus. It appears to underscore "process" issues rather than results. It would be extremely difficult to tell whether the plan was working; how staff was to be organized; what people were supposed to be doing; or how the district's efforts would be measured. In some ways, the draft plan is a reflection of the mission statement, in that both lack the ability to galvanize staff around a single set of priorities. In this kind of system, it is possible for administrators, staff, and teachers to do whatever they think best and their efforts could be said to fit within the mission and the plan to achieve it. The Strategic Support Teams were extremely concerned about the lack of sharpness to the draft plan and its implications for moving the district ahead in the same direction.

The concern about a school district's mission and strategic plan would normally be of minor concern in a report of this nature. Organizations often write their mission statements and forget them, or draft their strategic plans, then put them on the shelf. The Strategic Support Teams working on this project were concerned about them, however, because they sensed that

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[3] Only 46% of DPS employees indicated that they could "explain the organization's strategy/mission to my family, friends, and coworkers" according to a 1998 survey by HR Solutions, Inc.

the district's current mission statement and plans were emblematic of a larger problem that was keeping the district from improving student achievement.

The nation's urban public schools nationwide are learning more about what it takes to improve in the face of its traditional challenges of poverty, limited English proficiency, and discrimination. A new study being conducted by the Council of factors that differentiate districts that are improving from ones that are not shows that—

- An essential ingredient among districts that are improving involves the specific and concrete focus, vision, and commitment of their leadership to improving student achievement. This was an important part of how these districts tried to change the broader political/administrative context in which the attempts to reform the districts and improve student achievement occurred, and it is connected to whether or not district resources (financial, human, and political) served as impediments to or supports for change.

- The process of establishing a vision and goals was followed by an explicit diagnostic phase, during which the district leadership attempted to identify the specific problems impeding academic achievement. These problems could include such items as a lack of a unified curriculum aligned with the state standards that teachers actually followed; high student mobility; large numbers of inexperienced teachers; unequal distribution of resources, etc.

- A third ingredient involved district attempts to create greater consistency across all schools in reading and math curriculum, resources, standards, measurement, and professional development. In all cases this consistency was coordinated or controlled at the central office level by the superintendent.

- Finally, improvement in urban schools hinged on the manner in which the strategic plan and the specific reform strategies adopted by the district were actually implemented, and how this affected daily life in the classrooms of the district.

The Strategic Support Teams were concerned because they did not see some of these fundamental building blocks in place in Dayton, yet they are needed if the district is going to have any chance of improving student achievement.

RECOMMENDATIONS

The Strategic Support Teams propose the following recommendations. They include some proposals made by Phi Delta Kappa that the SSTs felt needed to be re-emphasized.

Mission

1. Convene an immediate retreat for school board members and the Superintendent to reach agreement on the district's mission and goals.

Chapter II. Leadership

2. Redraft the mission statement of the school district to focus sharply and clearly on children and student achievement.

   A clear mission statement for the Dayton Public Schools might read—

   > *The mission of the Dayton Public Schools is to guarantee all students 100% academic success.*

3. Distribute the new mission statement broadly to schools, the community, parents, businesses, and the media.

4. Use the new mission statement as the lynchpin for rallying community support and staff efforts.

School Board

5. Reduce the number of regularly scheduled school board meetings to no more than one per month.

6. Restrict the number of school board committee meetings to no more than one per month for each.

7. Ensure that a portion of each general school board meeting is devoted to a progress report on student achievement.

8. Conduct a thorough review of board policies to ensure that they are aligned with the district's mission and goals. (The Phi Delta Kappa report reviews board policies and the Council of the Great City Schools would be pleased to provide additional guidance.)

9. Ask the Council to convene a Strategic Support Team of school board members from other major cities that have implemented substantial reform to work with the new board on policies and roles.

10. Require that all requests for information from school board members be channeled through the Superintendent, not individual staff members.

11. Consider passing specific policies from the board level requiring implementation of the district's curriculum (as modified); setting guidelines for specific amounts of time each day that students will spend reading and doing math; establishing a districtwide professional development program; establishing district and school performance goals; and establishing mandatory before/after/summer school interventions for students who are falling behind.

Superintendent

12. Be clear to the staff and the public about the low academic achievement in the district.

13. Establish a new climate of "no excuses." Do not accept reasons for why the district cannot turn around. Other districts have done it, and so can Dayton.

14. Establish a "new attitude" that will lead staff and teachers to act and think differently about the challenges in front of them. Reinforce the idea that the district will be going in a single direction and that staff members who do not want to go in that direction should seek employment elsewhere.

15. Convene a senior staff retreat to bring management onto the same agenda and to form internal task forces or work groups around the key issues articulated in this report to begin planning and implementation.

16. Be prepared to make bold decisions regarding personnel, the district's agenda, and leadership. Recognize that not all staff will be able to exist in this new climate. Prepare the new Deputy Superintendent to handle some of these responsibilities.

17. Complete the Strategic Plan based on the mission and goals articulated by the school board and the recommendations in this report and develop a new instructional initiative that will be ready for Fall 2002 implementation.

18. Use senior staff meeting to begin focusing the district on student achievement.

19. Clarify who at the central office is responsible for ensuring that the district meets what goals. (See next chapter.)

20. Exude confidence in the new direction of the district.

21. Incorporate language on children and student achievement in all speeches and district communications.

22. Consider using a mentor or "visiting superintendent." (This can be arranged through the Council.)

III. Student Achievement

Background

The Dayton Public Schools are in "academic emergency," along with approximately 12 of the state's 608 school districts receiving a performance rating on Ohio's 2002 report cards. This designation is received when a school district meets eight or fewer of the state's 27 performance benchmarks, which include proficiency ratings in citizenship, math, reading, writing, and science in grades 4, 6, 9, and 12. Districts are also scored on their attendance and graduation rates. Dayton met five standards in 2001, an increase from three in 2000, including passing marks in reading and writing for grades 9 and 12.[1] (See Table 1.)

Student achievement in the Dayton Public Schools is also low compared with similar city school systems in Ohio, which were all in "academic emergency" in 2001, except for Cincinnati, which emerged from this status for the first time. These comparison districts are struggling to meet the state's benchmarks but Dayton has shown the least progress of any of the state's major urban school districts in getting out of emergency status.

Spring 2001 testing indicated that 24.2% of Dayton's 4th graders were reading at state-determined proficiency levels, compared with 26.5% of the 4th graders in Cincinnati, 29.1% in Toledo, 33.2% in Cleveland, and 35.8% in Columbus. In that same year, 19.6% of Dayton's 4th graders scored at the proficient level in math, as did 23.5% of the 4th graders in Cincinnati, 32.6% in Toledo, 36.1% in Columbus, and 37.9% in Cleveland. About 56.0% of Ohio's 4th grade students passed the state test in reading, while 59.4% did in math.

Test scores among Dayton's 6th graders were similar to those of its 4th. About 23.5% of Dayton's 6th graders passed the state's reading test in 2000, as did 22.1% in Cleveland, 27.7% in Cincinnati, 28.5% in Columbus, and 35.7% in Toledo. On the state math test, 22.7% of the 6th graders in Dayton passed, compared with 23.5% in Cleveland, 28.2% in Cincinnati, 34.6% in Toledo, and 37.1% in Columbus. Altogether, 58.3% of Ohio's 6th grade students passed the reading test and about 61.1% passed the math exam.

Ninth grade scores in Dayton were higher in these two core subjects than scores among 4th and 6th graders. About 71.0% of Dayton's 9th graders passed the state's reading exam, and 33.4% passed the math test. Still, these scores were below those of every comparable city in Ohio and lower than the statewide averages of 90.5% in reading and 72.5% in math. At grade 12, 67.0% of Dayton's students passed the state's reading test, and 42.7% passed the math test, levels that remain below statewide averages but higher than 12th grade scores in Cleveland, Columbus, and Toledo.

The long-term pace of improvement in Dayton's reading and math scores also lags behind the state and other major Ohio cities. The percentage of Dayton 4th grade students scoring at proficient levels in reading improved by an average of 0.8 points per year between 1996 and

[1] The Dayton Public Schools improved on 21 of 25 academic benchmarks between 1999-2000 and 2000-2001.

2001. (See Table 2.) This rate of improvement in 4th grade reading scores exceeded Cincinnati and Toledo but was slower than gains in Cleveland and Columbus. The statewide average improved by about 2.1 points per year over the same period. In grades 6 and 9, the pace of improvement in Dayton's reading scores also lagged behind city (except Cincinnati in grade 6) and state averages. Dayton's 12th grade average reading scores outpaced city and state rates.

Table 1. Dayton Indicators on Spring 2001 State Performance Standards Compared with Other Ohio Cities

	Dayton	Cincinnati	Cleveland	Columbus	Toledo	State
Grade 4						
1. Citizenship	21.6%	28.4%	36.8%	36.3%	31.6%	60.5%
2. Math	19.6	23.5	37.9	36.1	32.6	59.4
3. Reading	24.2	26.5	33.2	35.8	29.1	56.0
4. Writing	52.6	54.5	63.5	65.1	60.1	79.3
5. Science	18.9	22.4	34.3	33.5	23.7	55.6
Grade 6						
6. Citizenship	29.9	36.5	30.3	37.3	43.3	68.9
7. Math	22.7	28.2	23.5	37.1	34.6	61.1
8. Reading	23.5	27.7	22.1	28.5	35.7	58.3
9. Writing	56.9	59.5	54.9	59.3	71.7	82.6
10. Science	18.2	26.8	21.5	27.2	32.5	60.6
Grade 9[2]						
11. Citizenship	52.3	62.4	54.8	63.0	64.1	82.5
12. Math	33.4	42.6	33.7	47.7	46.6	72.5
13. Reading	71.0	76.1	73.9	76.1	80.6	90.5
14. Writing	76.6	80.6	75.8	80.9	83.4	91.6
15. Science	43.3	50.2	41.3	51.7	55.0	78.1
Grade 9[3]						
16. Citizenship	74.7	79.9	73.0	76.5	79.0	91.0
17. Math	52.7	65.1	51.6	61.9	65.3	83.4
18. Reading	87.7	89.9	86.0	87.8	91.8	95.9
19. Writing	92.2	93.1	90.1	92.0	93.3	96.7
20. Science	62.3	71.4	61.3	68.3	71.0	87.9
Grade 12						
21. Citizenship	55.0	63.6	45.5	52.3	40.6	71.6
22. Math	42.7	56.6	33.8	40.8	34.8	61.9
23. Reading	67.0	73.3	53.4	57.5	48.1	74.1
24. Writing	79.8	88.8	80.3	77.6	64.2	87.8
25. Science	51.2	61.6	43.6	50.2	42.9	70.8
26. **Attendance**	87.3%	90.3%	89.0%	90.3%	90.3%	93.9%
27. **Graduation**	51.3%	57.6%	36.1%	55.0%	67.6%	81.2%
Standards Met	5	8	4	5	5	

[2] Cumulative for 8th and 9th grade students.

[3] Cumulative for 8th, 9th, 10th grade students.

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Table 2. Average Annual Increases in Percent of Students Proficient on State Reading Tests between 1996 and 2001

	4th Grade	6th Grade	9th Grade	12th Grade
Dayton	0.8	1.0	0.6	3.4
Cincinnati	0.4	0.7	1.6	1.0
Cleveland	3.0	2.1	4.3	0.2
Columbus	2.1	1.3	1.3	0.1
Toledo	0.1	2.4	1.9	-1.4
State	2.1	3.0	1.0	1.2

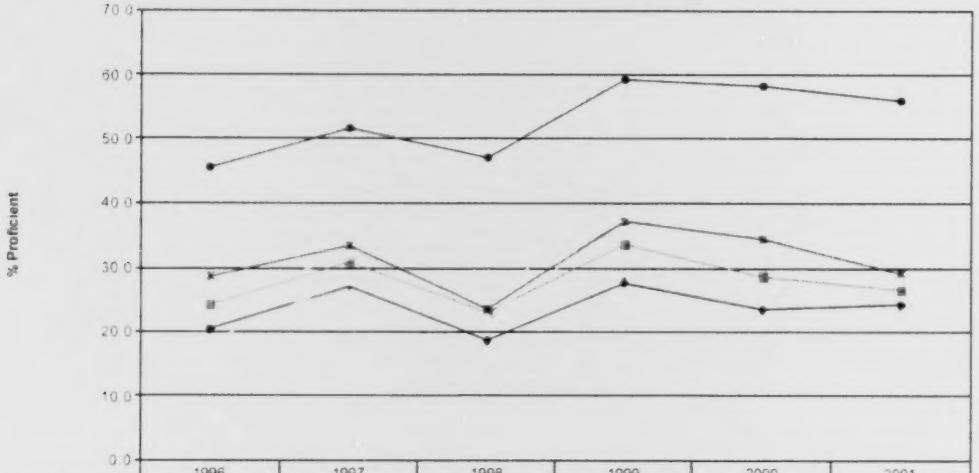
The percentage of Dayton 4th grade students scoring at proficient levels in math showed no improvement between 1996 and 2001. (See Table 3.) This was the lowest rate of improvement in 4th grade math scores among any of Ohio's major cities. The statewide average improved by about 3.0 points per year over the same period. The pace of improvement in Dayton's math scores also lagged behind city and state averages among 6th and 9th graders, but it outpaced all other cities at the 12th grade level.

Table 3. Average Annual Increases in Percent of Students Proficient on State Math Tests between 1996 and 2001

	4th Grade	6th Grade	9th Grade	12th Grade
Dayton	0.0	0.7	0.8	3.6
Cincinnati	0.9	1.5	1.3	2.0
Cleveland	3.9	2.8	3.0	2.9
Columbus	2.3	2.8	2.5	2.7
Toledo	1.5	2.6	2.6	1.1
State	3.0	3.3	1.7	2.8

The trends suggest that the Dayton Public Schools are losing ground compared with the state as a whole and with other cities in the state. The gap between the share of Dayton's 4th graders who are reading at the state's proficiency level and the statewide average increased from 25.2 percentage points in 1996 to 31.8 percentage points in 2001. The gap in math between the city and state increased from 24.9 percentage points in 1996 to 39.8 in 2001. The reading gap between 6th graders in the Dayton Public Schools and the statewide average increased from 24.7 percentage points in 1996 to 34.8 points in 2001, and the math gap widened from 25.0 percentage points in 1996 to 38.4 points in 2001. Finally, the 9th grade reading gap widened from 17.3 points in 1996 to 19.5 points in 2001, and the math gap grew from 34.9 percentage points in 1996 to 39.1 points in 2001. On the other hand, gaps in reading and math between Dayton and the state actually narrowed among 12th graders. (This apparent progress, however, may be an artifact of Dayton's declining graduation rate over the same period.)

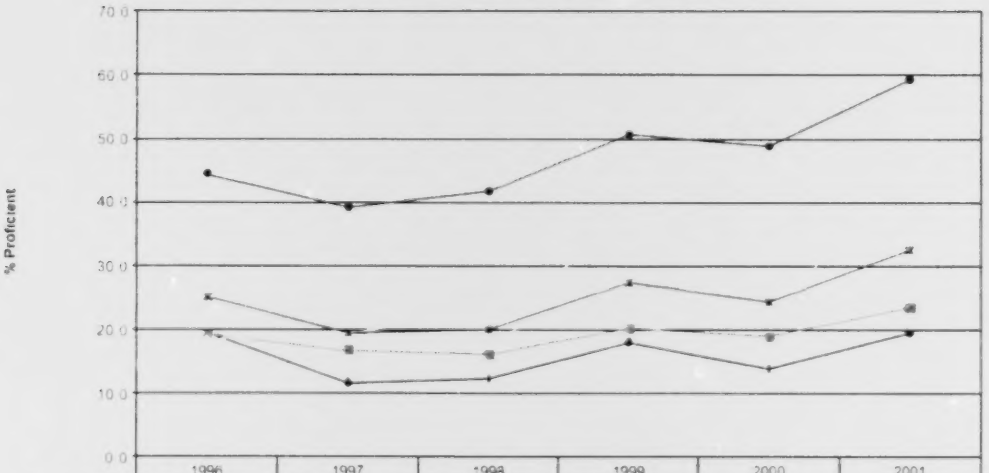
Graph 1. Dayton 4th Grade Reading Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	20.4	27.1	18.6	27.7	23.4	24.2
Cincinnati	24.3	30.8	22.9	33.6	28.7	26.5
Cleveland	18.4	28.0	22.6	37.0	33.7	33.2
Columbus	25.6	31.6	26.8	36.9	37.0	35.8
Toledo	28.7	33.4	23.6	37.2	34.5	29.1
State	45.6	51.7	47.1	59.2	58.2	56.0

Years

Graph 2. Dayton 4th Grade Math Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	19.5	11.7	12.3	18.1	13.9	19.6
Cincinnati	19.2	16.8	16.2	20.2	19.1	23.5
Cleveland	18.4	19.6	22.4	36.1	34.3	37.9
Columbus	24.5	19.5	18.5	26.7	27.0	36.1
Toledo	25.2	19.5	20.1	27.4	24.4	32.6
State	44.4	39.3	41.7	50.6	48.9	59.4

Years

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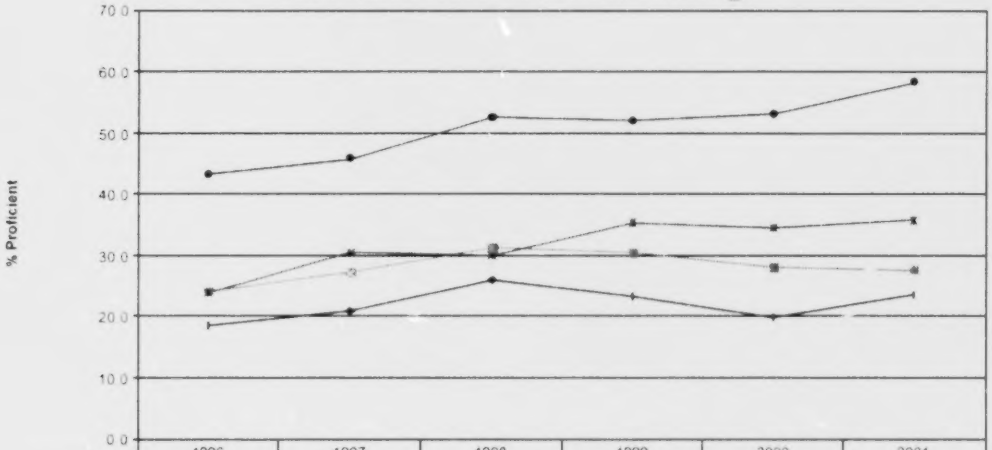
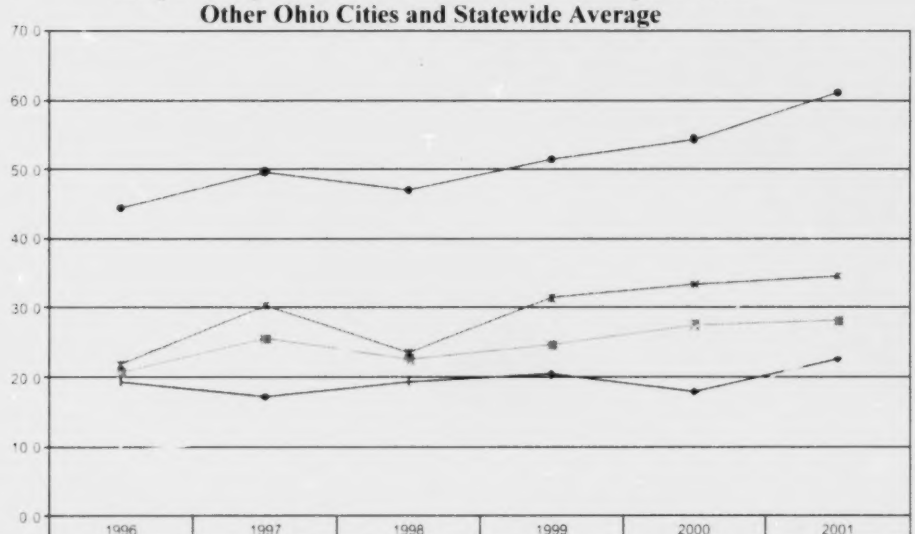
Graph 3. Dayton 6th Grade Reading Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	18.5	21.0	25.9	23.4	19.9	23.5
Cincinnati	24.2	27.2	31.3	30.5	28.1	27.7
Cleveland	11.7	12.6	17.4	17.7	17.6	22.1
Columbus	22.1	27.1	28.7	25.1	25.6	28.5
Toledo	23.8	30.5	29.9	35.4	34.6	35.7
State	43.2	45.8	52.6	52.1	53.2	58.3

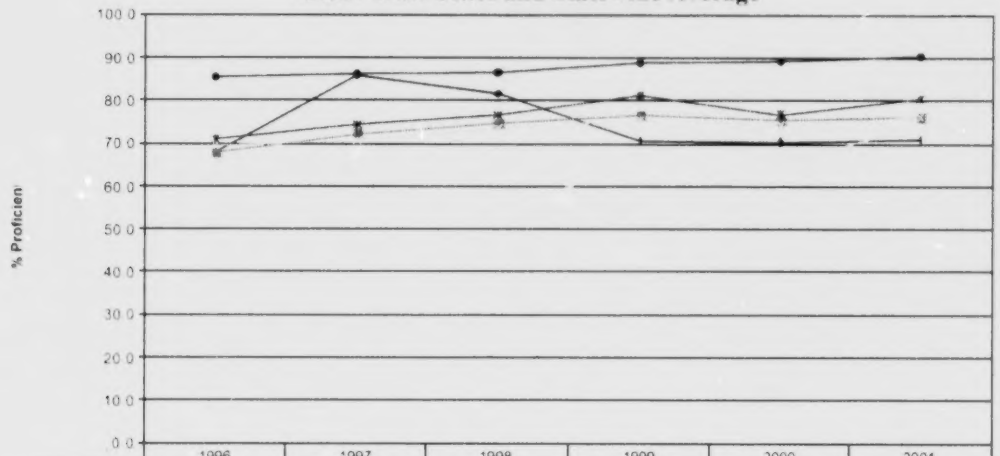
Years

Graph 4. Dayton 6th Grade Math Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	19.4	17.2	19.3	20.4	17.9	22.7
Cincinnati	20.7	25.7	22.7	24.7	27.6	28.2
Cleveland	9.6	10.8	12.2	13.9	15.8	23.5
Columbus	23.2	27.0	21.5	21.8	27.0	37.1
Toledo	21.8	30.3	23.5	31.4	33.4	34.6
State	44.4	49.7	46.9	51.4	54.4	61.1

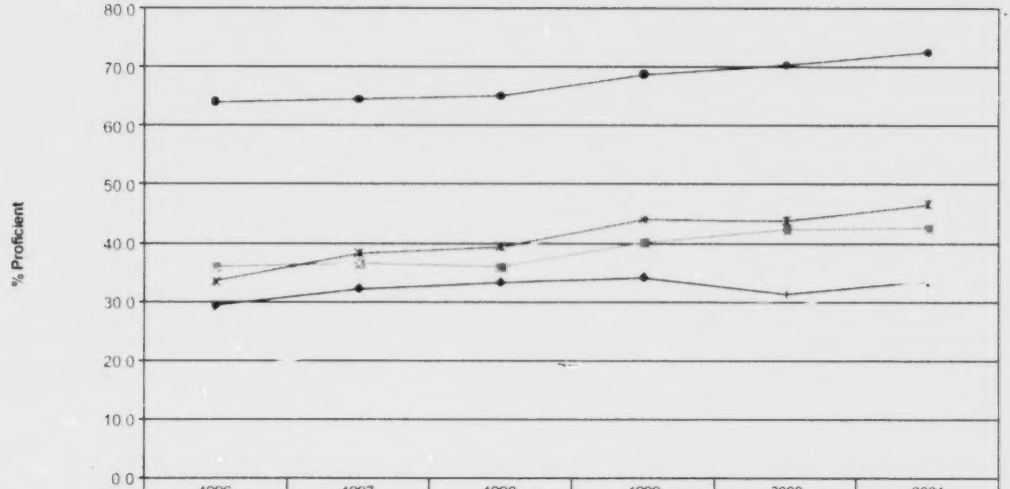
Graph 5. Dayton 9th Grade Reading Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	68.0	85.8	81.5	70.6	70.4	71.0
Cincinnati	68.0	72.3	74.6	76.5	75.5	76.1
Cleveland	52.3	55.1	55.4	64.4	65.8	73.9
Columbus	69.5	70.7	73.6	75.5	74.2	76.1
Toledo	71.1	74.2	76.7	81.1	76.8	80.6
State	85.3	86.1	86.6	88.7	89.1	90.5

Years

Graph 6. Dayton 9th Grade Math Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	29.2	32.2	33.3	34.1	31.3	33.4
Cincinnati	36.0	36.6	35.9	40.1	42.4	42.6
Cleveland	18.5	21.4	21.2	27.5	29.0	33.7
Columbus	35.2	36.6	38.9	42.9	44.0	47.7
Toledo	33.4	38.3	39.4	44.0	43.9	46.6
State	64.1	64.5	65.0	68.8	70.4	72.5

Years

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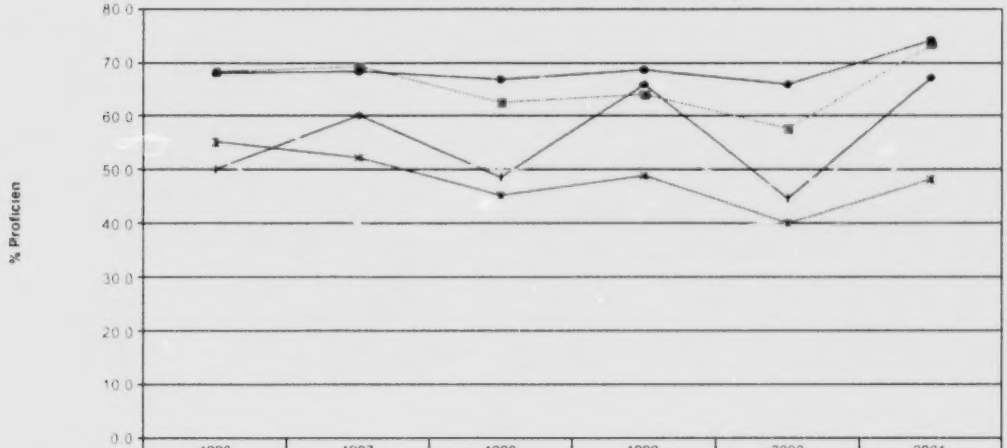
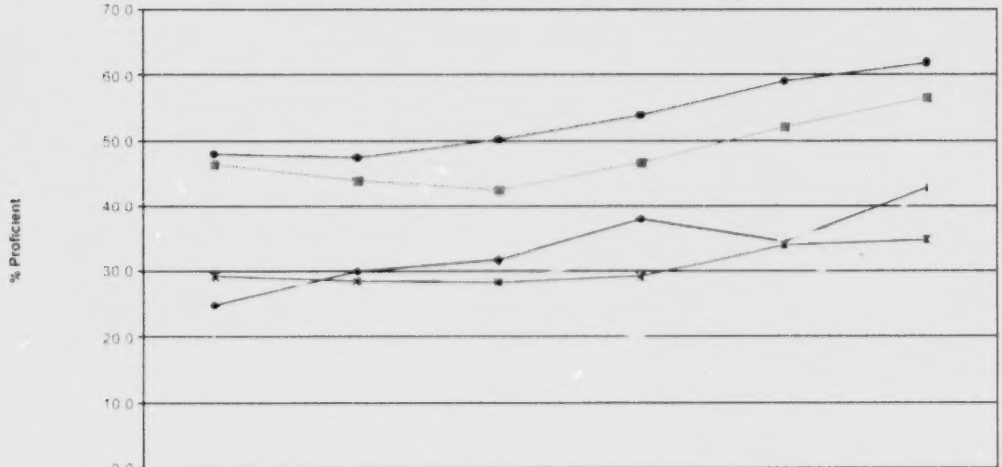
Graph 7. Dayton 12th Grade Reading Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	50.0	60.1	48.6	65.9	44.5	67.0
Cincinnati	68.3	69.3	62.5	63.9	57.7	73.3
Cleveland	52.2	39.6	32.3	38.3	40.5	53.4
Columbus	57.2	54.8	49.8	52.7	46.4	57.5
Toledo	55.1	52.2	45.1	48.7	40.1	48.1
State	67.9	68.2	66.7	68.6	65.9	74.1

Years

Graph 8. Dayton 12th Grade Math Trends Compared with Other Ohio Cities and Statewide Average



	1996	1997	1998	1999	2000	2001
Dayton	24.8	30.0	31.6	37.9	34.4	42.7
Cincinnati	46.4	43.9	42.4	46.6	52.0	56.6
Cleveland	19.5	14.0	16.6	20.2	28.8	33.8
Columbus	27.4	28.3	29.0	31.5	34.6	40.8
Toledo	29.1	28.5	28.3	29.1	33.9	34.8
State	47.9	47.4	50.1	53.8	59.0	61.9

Years

The district's low student academic performance, moreover, cannot be pinned solely on poverty and lack of funding. Some 63.4% of students attending the Dayton Public Schools are eligible for a federal free or reduced price lunch subsidy (in 2000)—a level substantially higher than the statewide average of 28.8%. Every major city school system in the state, however, has student needs that are higher than statewide rates but higher test scores.[4] Moreover, the Dayton school district has the highest per pupil spending level of any major city school system in the state. (See next chapter.)

ISSUES OF MAIN CONCERN

The Strategic Support Teams working on this project had concerns in five main areas that have implications for student achievement:

A. Student Achievement

- The district lacks any clear focus on student achievement.
- Student achievement in the district is unusually low and has not been improving appreciably over the last several years. (Documented in the previous section.)
- Departments and schools have adopted programs and initiatives without any clear understanding of their purposes. (The district operates Comer Schools, Mastery Learning, Success for All, Montessori, Gardner, HOSTS, Core Knowledge, and other school reform models.)
- The district's reading curriculum is poorly articulated and not fully implemented at the school or classroom levels.
- The district's math curriculum appears to be well-constructed, but it is not being fully implemented at the school and classroom levels.
- Curriculum tends to be textbook driven and implemented at the school level, with varying degrees of connection to a systemwide plan.
- The state's new reading and math standards need to be translated into curriculum and driven into the classroom.

B. Data Use and Management

- Decisions about instructional programs are based largely on what staff believe is effective rather than on hard data.

[4] Cincinnati has a free reduced lunch rate of 65.6% and has met 8 state standards; Cleveland has a poverty rate of 80.9% and met 4 standards; Columbus has a rate of 57.2% and met 5 benchmarks; and Toledo has a free reduced lunch rate of 53.6% and met 5 state standards.

- The district's improvement targets were so low that it would never meet state averages if its goals were met.
- The district has a multi-layered assessment system that does not appear to be internally aligned or aligned with state standards.
- The district has not been able to use the results of its curriculum-embedded assessment system (CBEs) for nearly two years because of broken scoring technology, yet there are reports that the test is still administered in places.
- It has been reported that some schools devote more than 20 days a year to testing.
- The district's research unit has no director and is very understaffed with only two people (an assessment coordinator and a Title I coordinator).

C. Professional Development

- The district has no meaningful districtwide professional development.
- District professional development activities are largely funded by and dependent on outside (federal) program grants.
- Most professional development in the district is identified by and arranged by individual schools.

D. Accountability

- District staff is evaluated using ineffectual tools that are not tied to student performance.
- The district has no meaningful program evaluations to determine effectiveness of anything.
- There is no meaningful staff accountability system in the district.

E. Organization

- The draft organizational structure does not necessarily align with a district whose main mission is student achievement.

RECOMMENDATIONS

The Strategic Support Teams have developed a series of recommendations to improve student achievement in the Dayton Public Schools. They are made to help refocus all district and school activities around a comprehensive approach to reading and math achievement. We have put the greatest priority in these recommendations on reading achievement. Finally, the recommendations suggest minimizing all activities that take staff time and attention away from improving instruction until the district is stronger academically.

Student Achievement

1. Announce an immediate, emergency, high-profile initiative aimed at improving student achievement in the Dayton Public Schools and getting the district out of "academic emergency."

2. Give the initiative a name—Dayton Reads/Dayton Counts/Dayton Excels—and seek media visibility.

3. Ask for community-wide support and participation—particularly if the district needs to ask for volunteer tutors.

Reading

4. Establish a bold goal to be accomplished by 2005: that all students will read at or above proficiency by the end of grade 4 and will remain at or above proficiency throughout high school.[5]

5. Set a series of annual districtwide performance targets that lead to meeting the 2005 goal of having all 4th grade students reading at proficiency. (Program should include targets for middle and high schools as well.)

6. Set annual incremental reading targets for every elementary school that will lead toward all grade 4 students reading at or above proficiency.

7. Name a district "Reading Czar"—or short-term national consultant—reporting solely to the Superintendent. The person would not have line responsibilities but would be retained to develop, implement, and monitor the fidelity of a reading program for Dayton described below. This person should be intimately familiar with national reading research from the National Reading Panel and others. The district may need to conduct a national search. (The SST recommends retaining someone like Patricia Mathes,[6] Quality Quinn,[7] or staff from the Center for Academic and Reading Skills[8] or CORE.[9])

8. Begin the design of a systemwide reading program that could be implemented in Fall 2002.

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[5] Proficiency should be attained by the end of 3rd grade but the state does not have its 3rd grade reading assessment developed yet.

[6] Patricia Mathes is a member of the faculty of the University of Texas (Houston) Medical Schools and a staff member at the Center for Academic and Reading Skills. She can be reached at (713) 500-3813.

[7] Quality Quinn is an international literacy consultant based in Austin (TX) specializing in beginning reading programs and assessment systems. She can be reached at q@qualityquinn.com

[8] The Center for Academic and Reading Skills (CARS) is located at the University of Texas Health Science Center-Houston, Department of Pediatrics and can be reached at (713) 500-3685.

[9] CORE is located in San Diego and provides professional development, standards, and curriculum services in reading and math. It is headed by Bill Honig and can be reached at (888) 249-6155.

9 Ensure that the reading program is designed based on the latest research on effective practices from the National Reading Panel.[10] The Dayton reading program should include the following main components[11]—

(a) *Phonemic awareness*: the ability to hear, identify, and manipulate individual sounds (phonemes) in spoken words. This component is important because it improves children's word reading, reading comprehension, and spelling. Phonemic awareness can be developed by asking children to identify and categorize phonemes, blend phonemes into words and segment words into phonemes, delete or add phonemes to form new words, or substitute phonemes to make new words. Instruction is most effective when children are taught to manipulate phonemes using letters and when instruction focuses on only one or two types of phoneme manipulation.

(b) *Systematic phonics for decoding*: the ability to tell the relationship between the letters of written language and the sounds of spoken language. This component is important because it leads to understanding of the alphabetic principle—the systematic and predictable relationship between written letters and spoken sounds. Phonics instruction is effective when it begins in kindergarten or 1st grade; includes a carefully selected set of letter-sound relationships that are organized into a logical sequence; and when it provides teachers with precise directions for the teaching of these relationships.

(c) *Comprehension*: the ability to understand what is being read. This component is important because it is the reason for reading. It can be developed by teaching comprehension strategies through explicit instruction, engaging students in cooperative learning, asking questions about the text, summarizing text, clarifying words and sentences that are not understood, and predicting what may come next.

(d) *Fluency development*: the ability to read a text accurately and quickly. This component is important because it frees students to understand what they read. Fluent readers are more likely than less fluent ones to focus their attention on making connections among the ideas in a text and between these ideas and their background knowledge. Fluency in young readers is developed by modeling fluent reading and by having students engage in repeated oral reading.

(e) *Vocabulary building*: the ability to understand and use words orally and in reading. This component is important because beginning readers use their oral vocabulary to make sense of the words they see in print and need to know what words mean before they can understand what they are reading. Vocabulary can be developed directly when students are explicitly taught both individual words and word meaning

[10] *Teaching Children to Read: An Evidence-Based Assessment of the Scientific Research Literature on Reading and Its Implications for Reading Instruction*. National Reading Panel, 2000.

[11] *Put Reading First: The Research Building Blocks for Teaching Children to Read*. U.S. Department of Education, 2001.

strategies, and indirectly when students engage daily in oral language, listen to adults read to them, and read extensively on their own.

10. Ensure that the Dayton reading program—as it is being designed—is aligned with federal reading goals and research and with the new state standards.[12] (New state standards need to be translated down to classroom level for each grade.)

11. Conduct a study of the Houghton Mifflin reading textbooks—using an outside consultant or designated staff—to ensure that they align with the state's new reading proficiency standards and outcomes. (The Strategic Support Team recommends keeping this basal series.)

12. Supplement the gaps identified by the alignment study with additional materials to strengthen areas of weakness.

13. Develop and implement a districtwide pacing guide for the reading curriculum that is tied to the basal series, supplemental materials, and the district calendar. Teacher professional development (see subsequent section) should include training in understanding and using the guide. (Work should be done using an outside consultant.)

14. Develop a series of curriculum-embedded reading assessments for each grade that are administered by teachers on a quarterly basis and every ten days to two weeks. These "mini" tests should be aggregated and reported to the Superintendent on a regular basis for each school and should be used to monitor student progress and identify where targeted assistance is needed. The final quarterly assessment becomes the end-of-the year test.

15. Eliminate the current "off-year testing" system, once the new assessment system is in place.

16. Establish by board policy or administrative directive a non-negotiable minimal number of hours each day (1 to 1.5 hours)that students are to be engaged in reading activities by grade level.

17. Administer a diagnostic test to all children in the district to determine each child's reading skills. The SST recommends that the district select one of the following:

Grade Span	Diagnostic Assessments
K – 3	Test of Phonological Awareness (TOPA)
K - 2	TPRI – Texas Primary Reading Inventory High Frequency Word Assessment
1 – 6	Developmental Reading Assessment Stanford Diagnostic Reading Test
Middle & High School	STAR (as a part of a battery) GRADE by AGS (American Guidance Services)

[12] The Strategic Support Team understood that the state has an alignment service for districts in academic emergency. If so, the district should use it to start the process and finish sometime over the summer.

18. Structure three levels of intervention for children who are not reading on grade level on the state and local mini-assessments:

    (a) Individual tutoring before, during, and/or after school. Tutorials should be based on individual child assessment data and item-analysis of specific reading skill levels. Consider paying teachers to tutor students before, after, or during school (during their preparation periods) and using community volunteers.

    (b) Prevention and intervention services in order to cut down on the rate of placements in special education. These services would provide specific group-oriented intensive reading interventions for students who are at risk of not reading. (See recommended interventions in table below.)

    (c) Professional development and training for teachers on specific interventions, lesson plans, data use, and reading strategies for children at varying academic levels.

19. Provide specific, intensive reading interventions before school, after school, and in the summer for students not reading on grade level. The SST recommends the following:

Grade Span	Program	Target
K - 2	Early Success Soar to Success Language for Learning Success For All Tutoring Voyager Universal Literacy	Students not on grade level
3 - 6	Book Buddies	Students who struggle with fluency or need more practice reading
Middle/High	Read 180[13] Corrective Reading Wilson Reading Reading Skills for Life (AGS) Grade Resource Library (with GRADE)	Older low skill readers

20. Identify and assign a reading coach to every school in the district to ensure effective implementation of the reading initiative.[14] These coaches should be based in the schools; report to the Reading Czar; and be charged with program fidelity, teacher planning, classroom observations, professional development, use of assessment data, etc.

21. Remove all "comprehensive school reform" models—Comer, Gardner, Accelerated Schools, and others—being used in individual schools throughout the district. Individual schools or central office program and grant managers should no longer decide the use of these models. (Schools could revert to a model of their choice after meeting state performance benchmarks.)

[13] Program by Scholastic, Inc. is dependent on adequate technology.

[14] Reading coaches should be hired at the central office level, not by the principals.

22. Reprogram all district Title I funds into:

    (a) The Reading Czar;
    (b) A national reading consultant;
    (c) School reading coaches (centrally controlled);
    (d) Program interventions;
    (e) Supplemental programs and materials;
    (f) Start of an expanded pre-school program;[15]
    (g) Extended time (After-school/summer/Saturday school);[16]
    (h) Tutorials and extra periods for teachers;[17] and
    (i) District professional development.[18]

23. Eliminate any remaining Title I pullout programs.

24. Implement a special tutoring program before statewide testing each Spring in order to raise reading scores. (See sample of successful plan used in CEO's schools in Cleveland Public Schools.)

25. Charge the research department with producing an item-analysis for each student in the 4th, 6th, and 9th grades whose state-test scale scores are closest to passing. Item analyses will determine deficient reading skills for each student. Produce a separate score sheet with skill levels for each child in the score band.

26. Provide each identified student with an intensive reading intervention between January and March of each year that would

    (a) Assign reading tutors to each student identified;

    (b) Provide a double dose of extended reading time;

    (c) Examine item-analysis and distribute to principals and teachers;

    (d) Regroup students by needed skill (based on item analysis);

    (e) Develop scripted lessons for teachers;

    (f) Conduct parent conferences and provide workbooks;

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[15] Item related to district request for unitary status. The district may also want to consider a program such as "The Parent-Child Home Program" (516-869-1283 or www.parent-child.org) that works with parents in the home to help build literacy skills.

[16] Item related to district request for unitary status.

[17] Item related to district request for unitary status.

[18] Item related to district request for unitary status.

(g) Recognize students for their participation;

(h) Take care not to neglect other students; and

(i) Conduct a long-term review of school schedules to free up time for instruction.

Mathematics

The Strategic Support Team believed that the district's math curriculum was well articulated, but that it was not being implemented in all classrooms. It also needed goals, pacing guides, and teacher professional development. The team proposes that Dayton replicate the same general process proposed for improving math as it did for improving reading, with the exceptions presented in this section.

27. Establish four bold districtwide mathematics performance goals for 2005:

(a) All students will perform at mastery on the 4th grade state math assessment.

(b) Seventy-five percent of all students will successfully complete Algebra 1 by grade 9.

(c) The percentage of students successfully completing Geometry by the end of the 10th grade will triple.

(d) The percentage of students taking AP Calculus AB and BC will triple.

28. Set a series of annual districtwide performance targets that lead to meeting the 2005 goal of having all 4th grade students doing math at mastery level.

29. Set annual incremental math achievement targets for every school that will lead toward all 4th grade students doing math at or above grade level.

30. Begin the design of a systemwide math program that could be implemented in Fall 2002.

31. Ensure that the Dayton math program is aligned with new state math standards, is based on research developed by the National Council of Teachers of Mathematics, and includes the following main components—

(a) *Basic computation and arithmetic operations*: the ability to understand and use numbers, their basic properties, and operations. This component is important because it is the fundamental building block for mathematical reasoning, and should lead progressively through the elementary grades so that by middle grades students are well grounded in number sense, quantity, properties and operations, measurement, data analysis, statistics, probability, algebra functions, geometry, and spatial sense.

(b) *Problem solving*: the ability to recognize, describe, extend, create, generalize, and use linear patterns; recognize problem situations and relationships among variables and

changes in them; use tables, graphs, symbolic expressions, and verbal descriptions to describe and predict rates of change, work, percentages, and the like.

(c) *Higher-level thinking skills*: the ability to apply mathematical reasoning to the solution of abstract problems, equations, and formulas.

32. Review the district math curriculum to ensure that concepts are vertically aligned from K to 12, have included all new state standards, and contain direct pathways to Algebra, Geometry, and AP readiness.

33. Conduct a study of the district's mathematics textbooks and curriculum guides to measure their alignment with new state proficiency standards and outcomes, and to the district's curriculum.

34. Supplement the mathematics series with appropriate materials in order to strengthen the areas of weakness identified from the alignment study.

35. Develop and implement districtwide pacing guides for the math curriculum. Pacing guides should be tied to materials and the school calendar, and ensure mastery of concepts by the testing date.

36. Include understanding and use of pacing guides and curriculum alignment concepts into the district's professional development program (see subsequent section).

37. Begin phasing in AP math courses into all high schools with appropriate professional development for staff. (College Board offers this kind of assistance.) (Make sure that math preparation in grades 1-5 lead to set groundwork for high school AP.)

38. Develop a series of curriculum-embedded math assessments aligned to state assessments for each grade that are administered by teachers on a quarterly basis and every ten days to two weeks. These "mini" tests should be aggregated and reported to the Superintendent on a regular basis for each school and should be used to monitor student progress and identify where targeted assistance is needed. The final quarterly assessment becomes the end-of-the year test.

39. Establish by board policy or administrative directive a non-negotiable one-hour block each day that students are to be engaged in math activities by grade level.

40. Develop specific model lessons lasting a full year for math instruction in grades 4 and 6.[19] (Use the models to illustrate how a master teacher might teach math concepts.)

41. Name a senior central office staff person to serve as the district's "Math Manager" who reports to the district's Deputy Superintendent and has no other responsibilities.

[19] Michele Rohr is a consultant that the district might use for model lesson plan development.

42. Identify and assign either a math coach or a lead math teacher for every school. Provide individuals with extra pay and make them responsible for implementation and monitoring of math curriculum. (These people should report to a districtwide "Math Manager.")

43. Administer a diagnostic math test to all children in the district to determine math skills and need for assistance. (Analyze results by item to determine what skills students are deficient in and build items into model lesson plans.)

44. Implement districtwide intervention programs for students falling behind in math achievement. (Choose one program to implement at each level.)

Grade Span	Intervention	Target
1 - 8	Problem Solving Experiences in Math Problem Solving Step by Step, Metro Math Extended time/ grouping/tutoring	Students needing problem solving strategies & skills. Students not on grade level
3 - 6	Carnegie Math Extended time/grouping/tutoring	Students not on grade level
Middle/ High School	"I Can Learn" Extended time/grouping/tutoring	Students not on grade level

45. Hire math teachers to teach math at the elementary level.

46. Identify general teachers (who will only teach math) if certified math teachers are not available and provide extensive training.[20] Work with Wright State University and the University of Dayton to get certification for these teachers.[21] (Ensure that their training includes state standards, assessments, and model lessons.)

47. Integrate a problem-solving component at each grade level into the math curriculum to require students to justify and verify their answers.

48. Ask Wright State University or the University of Dayton to develop a university course to strengthen math skills among middle school teachers. (See footnote 19.)

49. Ensure that professional development program for math teachers includes methods for introducing new materials and concepts while simultaneously reviewing fundamental skills.

[20] The district might consider such training materials such as Investigations (TERC) or Connected Math Project (Prentice Hall) to build teacher understanding of math and instructional strategies needed.

[21] The district might also consider working with Ohio State University to provide a fresh perspective on the district's issues and challenges.

Data Management

50. Eliminate the current CBEs and replace them with newly developed mini and quarterly exams tied to state standards and the district's curriculum. These exams should be cumulative. The district can use state-released items to develop the quarterly exams.

51. Administer Terra Nova in the spring only and in grades 1-11 until the state testing program includes all tests required under the newly reauthorized federal Elementary and Secondary Education Act. (Should eliminate Terra Nova once state tests are in place.)

52. Eliminate off-level tests, once the new quarterly exams are in place. The fourth quarter exam should serve as the old off-level test.

53. Develop a systemic and comprehensive plan for distribution, interpretation, and use of test score data to principals, teachers, and senior central office staff.[22]

54. Ensure that all item analyses are distributed to principals and classroom teachers.

55. Charge principals in each school with identifying data coordinators to handle mini-tests and other assessment results.

56. Conduct a summative evaluation of the reading and math initiatives to double-check the fidelity of program implementation.

Professional Development

57. Convene a mandatory two-hour districtwide education summit to inform teachers, principals, and administrators about the new district initiative and the urgency to act. The summit should address the rationale for the initiative as well as its content, expectations, and accountability measures.

58. Eliminate all school-determined professional development while the district is in academic crisis.

59. Centralize the content and delivery of all professional development to align with district and school reading and math goals and annual targets.

60. Redirect federal Title I and Title II funds to support district professional development.

61. Devote general district operating funds to professional development, rather than relying on grant funds for this purpose.

62. Identify and coordinate varying grant funding streams to support professional development in priority areas of reading and math.

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[22] District may want to look at the data reporting programs developed by Project Achieve. (Can be located at www.projectachieve.com or by calling (415) 645-9000.

63. Review the contract with Houghton-Mifflin to make sure that the district is receiving all the professional development for its teachers in science-based reading instruction that the district is entitled to.

64. Use the new initiative to coordinate and refocus senior central office staff.

65. Target elementary teachers for professional development in reading and math by grade level.

66. Convene a principal's training institute to prepare principals and other school-based administrators for their roles in implementing reading and math initiatives, professional development, and data management. (Principals first)

67. Train principals on the use and presentation of reading assessment data to their teachers and staff.

68. Conduct an initial two-week training session with reading and math coaches, followed by regular monthly sessions.

69. Provide all tutors—volunteers, teachers, and student peer tutors—with training on reading and math skills needed to meet standards. (Use a research-based tutorial model that is consistent across the system.)

70. Design districtwide professional development[23] and follow-up support to address the following topics[24]—

    (a) Components of research-based reading and math instruction;

    (b) Particulars of state reading and math standards;

    (c) Use of pacing guides;

    (d) Characteristics and use of text and supplemental reading and math materials;

    (e) Components of curriculum framework;

    (f) Role of intervention for students who are at risk of falling behind in reading and math;

    (g) Use of mini/quarterly assessments;

    (h) Overview of performance data;

[23] Effective professional development is usually subject-matter based; delivered closest to where teacher works (the classroom); includes practice sessions; is reinforced over time; is not voluntary or remedial; needs to be connected to incentives for results; and is tied to a career trajectory. (See Richard Elmore. "The Limits of 'Change," Harvard Education Letter, January/February 2002)

[24] Provide professional development for (b), (c), and (e) at the same time to ensure that teachers make the contextual links among standards, materials, and pacing.

(i) Specific teacher content knowledge and pedagogical skills;

(j) Opportunity to use new knowledge;

(k) Use of lesson plans; and

(l) Opportunities to conduct practice sessions in reading and/or math instruction.

71. Seek assistance from the University of Dayton and Wright State University with the design and implementation of districtwide professional development. (See footnote 19.)

72. Continuously revise and target professional development based on the results of feedback from reading and math coaches and data from the mini and quarterly assessments.

73. Establish regular meetings between coaches and principals to shape professional development needs and provide for continuous improvement.

74. Provide intensive training to reading and math coaches on content, data use, technical assistance, and monitoring techniques.

75. Establish a one-week summer AP training program for all teachers who will be teaching the course and establish a regular support system (e.g., on-line) for these teachers.

76. Expand principal training to include grade level content.

77. Provide staff time for teachers to discuss, compare notes, and share professional experiences, as well as work with data.

78. Limit teacher transfer rights based on seniority. (Should be subject of next collective bargaining agreement.)

Accountability

79. Place principals on performance contracts tied to meeting the annual targets in reading and math achievement established by the district.

80. Tie principal evaluations to attainment of annual targets in reading and math.

81. Design financial and non-financial rewards for principals for meeting or exceeding annual targets.

82. Permit principals to hire and evaluate their own teachers.

83. Revise all personnel evaluation forms to assess progress on goals and annual targets.

84. Place central office administration on annually renewable performance contracts tied to district goals.

85. Update job descriptions of instructional staff, administrators, and principals to include district achievement goals.

86. Review and develop student promotion/retention policies.

87. Standardize and clearly define expectations for student work.

88. Develop and implement a "walk-through" procedure for principals and content specialists to observe and monitor classroom practices.[25]

Organization

89. Modify the draft organizational chart to separate instructional and operational functions and place these under the new Deputy Superintendent. (See chart on next page.)

90. Assign the Reading Czar, communications personnel, and legal affairs to the Superintendent.

91. Retain three Executive Principals but assign them to an Associate Superintendent for Academic Affairs and organize them by grade span (i.e., lower elementary, upper elementary, and secondary) rather than by region.

92. Separate the functions and positions of Executive Principals from the professional development and curriculum staff, so that individuals can focus on their main responsibilities.

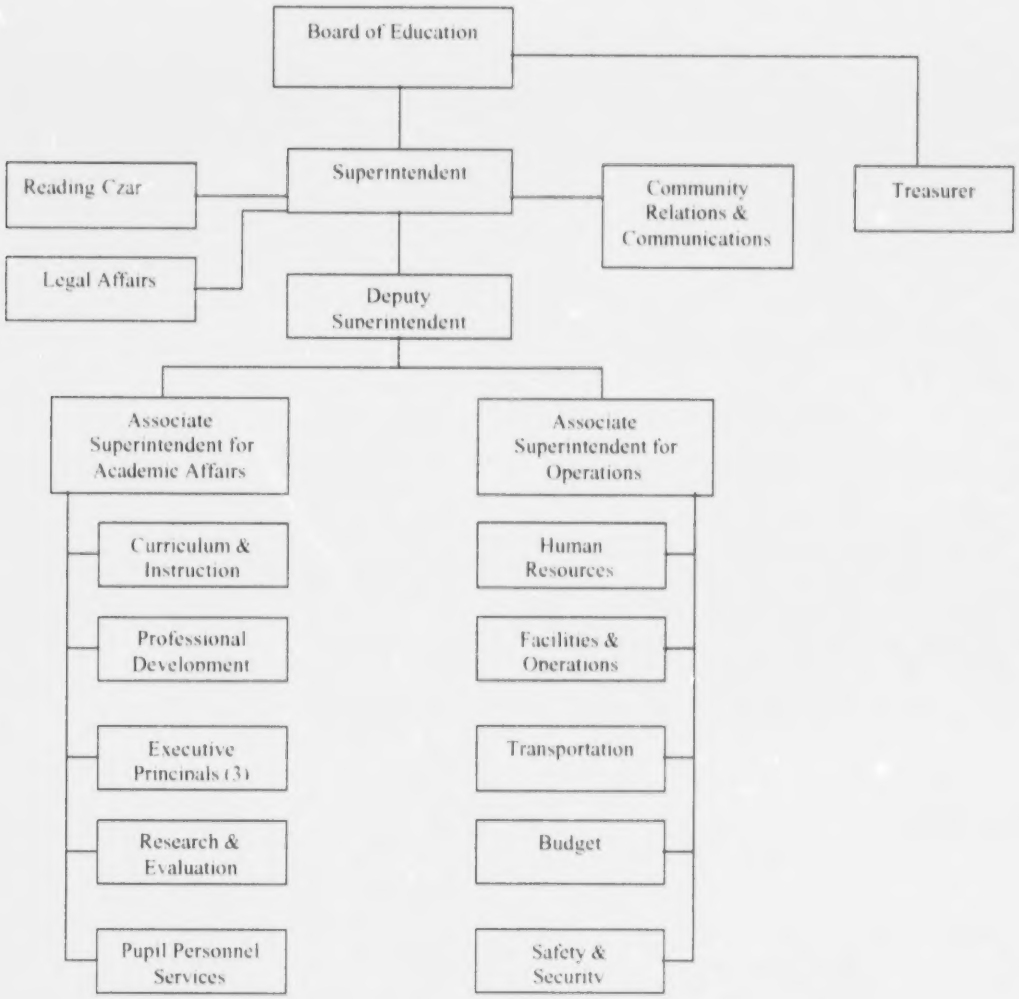
93. Create an office of Community Relations and Communications (see chapter on communications) and have the head report to the Superintendent.

94. Assign Title I and its staff to the curriculum and instruction unit.

95. Consolidate all district grant-writing personnel into a single unit within academic affairs.

[25] See Lauren Resnick's (Learning Research and Development Center, University of Pittsburgh) work in Providence and Los Angeles.

Proposed Organizational Chart for the Dayton Public Schools



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IV. Finance

Background

The Dayton Public Schools struggled for a number of years with a fiscal deficit that seriously undermined the public's confidence in the district and its leadership. The situation cost the former superintendent his job and has encouraged the exit of children from regular public schools to the city's budding system of charter schools.

Jerrie Bascome McGill, first as interim superintendent and then as superintendent, was instrumental in restoring the district's financial health. The credit is shared with three Treasurers who have served the district since 1999 and with Tony Hill, school board finance committee chair. The district has run a balanced budget or small surplus for the last two years and expects to do so for this year, the third.

The district is funded in a traditional manner. It has its own independent taxing authority through which it levies its local operating funds. It also receives a sizable allocation from the state and has been particularly aggressive at pursuing federal funds over the years. The district garnered some $3,759 per student in local source funds according to the 2001 state report card; received about $4,942 per student from the state; and collected about $1,355 per student from the federal government.[1]

Dayton is somewhat more reliant on state revenues (49.1% of its total revenues) than the average district in the state (43.8%) but not as dependent as Cleveland (56.4%) or Toledo (56.2%). The district is also somewhat more dependent on the federal government than other major Ohio cities, receiving some 13.5% of its revenues from Washington, compared with Cincinnati, which receives 10.0%, Cleveland 7.9%, Columbus 9.3%, and Toledo 10.5%.

Table 4. Revenue Sources Per Pupil in Dayton and Other Ohio Cities (1999-2000)[2]

Source	Dayton		Cincinnati		Cleveland		Columbus		Toledo		State	
		%		%		%		%		%		%
Local	$3,759	37.4	$4,887	52.0	$2,918	35.7	$4,441	53.2	$2,819	33.3	$3,538	50.5
State	4,942	49.1	3,570	38.0	4,620	56.4	3,127	37.5	4,767	56.2	3,069	43.8
Federal	1,355	13.5	942	10.0	649	7.9	779	9.3	889	10.5	406	5.8
Total	$10,056	100.0	$9,399	100.0	$8,187	100.0	$8,347	100.0	$8,475	100.0	$7,013	100.0

[1] Data for the Ohio 2002 District School Report Cards were coming available as this report went to press. The preliminary 2002 data showed that Dayton received $4,389 per pupil in local funds (38.3%), $5,745 in state funds (50.1%), and $1,339 in federal funds (11.7%)—a total of $11,473 per pupil.

[2] Source: State of Ohio 2001 District School Report Cards

The district should be applauded for its aggressiveness in pursuing federal funds. The downside of this success, however, is that federal funds are often segmented into silos that may be contributing to the district's fragmented instructional program. A crude, back-of-the-envelope calculation suggests that federal monies, which are usually instructional in nature, may comprise as much as 30% of Dayton's total instructional effort.[3] The possibility raises a red flag about the degree to which federal grant administrators are driving instructional decision-making.

Dayton's total receipts of $10,056 per student are the highest of any major city school system in the state and about $3,043 per student higher than the statewide average. The district's revenues are also well above other major city school systems in the state. The district, moreover, is debt free for all practical purposes. The Treasurer's most recent tax budget also projects that the district will retain a balanced budget through FY06, assuming present conditions.[4]

Dayton's expenditures, however, are substantially different from statewide patterns and those of other major cities in the state. The district's total expenditures of $9,216 per student are $2,159 higher than the state average and $1,046 higher than those of Cincinnati, the next highest spending city. Dayton devotes only 47.7% of its total expenditures, however, to instructional purposes, compared with 55.9% statewide, 55.7% in Cleveland, 52.8% in Columbus, 55.0% in Toledo, and 60.3% in Cincinnati.[5]

The result is that Dayton actually spends less on the instruction of its children than most other major cities in the state, despite having more money than the others. This pattern, in combination with an instructional program that lacks focus, is what is dampening the district's ability to raise its student achievement levels.

Where does the money go? The district's expenditures for administration, pupil support, and staff support are generally in line with statewide averages. The district devotes 12.0% of its expenditures to administration, for instance, compared with the statewide average of 11.9%. (The state includes principals and staff in its administrative calculations, an unusual practice that inflates the figures relative to other states and cities nationwide, which typically show figures in the 4 to 5% range.) Dayton's spending on building operations, however, is the main culprit in the district's unusual expenditure pattern.

Dayton will need to shift its resources into its instructional priorities if the district is to raise its academic performance, get out of academic emergency, obtain unitary status, compete against the growing number of charter schools, meet federal requirements for adequate yearly progress, and regain the confidence of the public.

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[3] $1,355 per pupil in federal funds divided by $4,397 per pupil that the district devotes to instruction.

[4] Source: Dayton Public Schools, 2001-02 Final Appropriations and Budget Projections by Fund and Object

[5] Data for the Ohio 2002 District School Report Cards were coming available as this report went to press. The preliminary 2002 data showed that Dayton spent $4,738 per pupil on instruction (49.3%), $2,429 per pupil on building operations (25.3%), $1,036 per pupil on pupil support (10.8%), and $273 per pupil on staff support (2.8%).

Table 5. Annual Spending Per Pupil in Dayton and Other Ohio Cities (1999-2000)[6]

Spending Per Pupil By Function	Dayton		Cincinnati		Cleveland		Columbus		Toledo		State	
		%		%		%		%		%		%
Instruction[7]	$4,397	47.7	$4,928	60.3	$4,364	55.7	$4,433	52.8	$4,521	55.0	$3,942	55.9
Building Operations[8]	2,441	26.5	1,439	17.6	1,535	19.6	1,517	18.0	1,555	18.9	1,354	19.2
Administration[9]	1,106	12.0	1,033	12.6	990	12.6	1,043	12.4	949	11.6	838	11.9
Pupil Support[10]	1,019	11.1	593	7.3	546	7.0	1,026	12.2	993	12.1	775	11.0
Staff Support[11]	253	2.7	177	2.2	398	5.1	388	4.6	193	2.4	148	2.1
Total	$9,216	100	$8,170	100	$7,833	100	$ 8,407	100	$8,211	100	$7,057	100

The board and the superintendent will need to make a number of difficult decisions that will not be popular in some quarters. The recommendations that follow are designed to present the board and the superintendent a way to shift resources into instruction and to meet the important goals that the district has set for itself.

ISSUES OF MAIN CONCERN

- The district needs to spend more of its resources on instruction if it is to improve the performance of students.
- The district spends an unusually large amount of its resources on facilities operations and non-instructional activities.
- The skills, experience, and training of the district's financial analysts below the Treasurer and budget director are a concern.
- The district's formal budget process is inadequate and leads in some years to a budget not being printed.

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[6] Source: State of Ohio 2001 District School Report Cards

[7] Instruction includes items such as teacher salaries and classroom materials.

[8] Building Operations includes items such as utilities, maintenance, and repairs.

[9] Administration includes items such as salaries of administrators and office staff, and office supplies.

[10] Pupil Support includes items such as librarians, counselors, and nurses.

[11] Staff Support includes items such as teacher training and college courses.

- The district has a minimal working relationship with the city's corporate community.
- The district pays an unusually large amount of workers compensation, $4.0 million annually.
- The district apparently does not budget by function; it uses object codes and cost centers, making it very difficult for the district to align its expenditures with its priorities.
- Lump sum allocations are made to schools with little relationship to district goals or equity concerns.
- Bus purchases by the district are paid for entirely from the system's operating budget.
- The district does not appear to have any ongoing revenue maximization capacity.
- The organizational placement of the district's purchasing functions lacks necessary checks and balances with the budget office.

RECOMMENDATIONS

1. Increase the portion of district expenditures devoted to instruction from 47% of the budget to approximately 55% within three years and 60% within five years.
2. Cut non-instructional expenditures through school closings, operational efficiencies, and staff reductions for reallocation into instruction.

There are a number of ways to accomplish these goals. This report articulates two options. The Strategic Support Teams encourage the Treasurer to re-estimate the numbers presented in this chapter since economic, personnel, and financial assumptions are constantly updated. It is more important for the district to attain the broad policy goals of this chapter rather than trying to duplicate each proposed budget shift exactly as presented here.

Option One

The first option for reducing non-instruction expenses relies on school closings, operational efficiencies, and staff retirements among individuals with over 30 years of service to the district. It takes five years to phase in completely.

- Close six schools with enrollments of fewer than 350 students by end of 2003-04 (three in 2002-03 and three more in 2003-04). (The district currently has nine schools with enrollments below 350.)
- Engage a consultant to conduct a "vendor commodity analysis" to identify possible cost savings in purchasing. (The district spends approximately $67 million a year buying non-personnel items, an amount that might be reduced by several million dollars through vendor consolidations, contract renegotiations, volume discounting, sole sourcing, and the like. A 5% to 8% savings amounting to some $3.3 to $5.3 million could eventually be realized.)

- Retain a management-consulting firm to restructure the district's workers compensation package. (District may wish to outsource this function.)
- Establish uniform morning bell times for schools districtwide (except charter schools). The district might consider negotiating with charters to arrange bell times closer together.[12]
- Realize transportation savings from transporting students to six fewer schools (because of closings).
- Reduce clerical staff with 30+ years of service by 26 people (out of about 208 districtwide) by 2006-07 through retirements (without replacements).
- Reduce custodial staff with 30+ years of service by 26 people (out of about 197 districtwide) by 2006-7 through retirements (without replacements).
- Reduce district non-instructional paraprofessionals by 57 people (out of about 337 districtwide) by 2006-07 through retirements (without replacements).
- Reduce the number of administrative non-certified, non-union staff by 7 individuals (out of about 91 districtwide) by 2006-07 through retirements (without replacements).
- Reduce the number of security staff by 4 individuals (out of about 15 districtwide) by 2006-07 through retirements (without replacements).
- Reduce the number of food service workers by 8 individuals (out of about 158 districtwide) by 2006-07 through retirements (without replacements).
- Reduce the number of operations staff by 6 individuals (out of about 40 districtwide) by 2006-07 through retirements (without replacements).
- Reduce the number of crafts personnel by 3 individuals (out of about 37 districtwide) by 2006-07 through retirements (without replacements)
- Reduce such other administrative and transportation staff as the board and the Superintendent may designate.

The following table summarizes the proposed cuts to the district's recurring non-instructional expenditures. The reallocation could be done faster or slower depending on the wishes of the School Board. A faster realignment of funds would require retiring people with 25 years of service, identifying other efficiencies, or laying-off other staff. (All numbers are in 1999-2000 dollars.)

[12] State 1999 audit estimates that this practice would save the district $3.3 million per year.

Table 6. Proposed Reductions in Recurring Non-instructional Spending (Option 1)

Item	2002-03	2003-04	2004-05	2005-06	2006-07
Close schools[13]	$1,500,000	$3,000,000	$6,000,000	$6,000,000	$6,000,000
Purchasing efficiencies	0	0	1,500,000	3,500,000	5,300,000
Restructure workers comp	0	0	1,000,000	2,000,000	2,000,000
Standardize bell times	3,500,000	3,500,000	3,500,000	3,500,000	3,500,000
Bus route savings	0	900,000	1,800,000	1,800,000	1,800,000
Clerical retirement[14]	639,297	728,901	897,494	1,066,393	1,325,376
Custodial retirement[15]	676,138	899,290	1,060,807	1,060,807	1,101,186
Paraprofessional retirement[16]	658,125	811,688	899,438	943,313	1,250,438
Administrative retirement[17]	48,240	154,522	209,868	265,888	369,363
Security retirement[18]	0	119,368	119,368	159,158	159,158
Food service retirement[19]	0	227,055	300,401	300,401	300,401

[13] Assumes three schools closed in 2002-03 and savings of $500,000 in operational, not personnel, costs per school; three additional schools closed in 2003-04; and assumes personnel savings from the six closed schools in 2004-05 through 2006-07.

[14] Assumes retirement in 2002-03 of 15 clerical workers with 30+ years of service @ average of $42,620 per person (with benefits); two more clerks in 2003-04 @ $44,802 (with benefits); four more in 2004-05 @ $42,148 (with benefits); four more in 2005-06 @ $42,225 (with benefits); and six more in 2006-07 @ $43,164 (with benefits).

[15] Assumes retirement in 2002-03 of 16 custodians with 30+ years of service @ average of $42,259 per person (with benefits); five more custodians in 2003-04 @ $44,630 (with benefits); four more in 2004-05 @ $40,379 (with benefits); none in 2005-06; and one more in 2006-07 @ $40,379 (with benefits).

[16] Assumes retirement in 2002-03 of 30 paraprofessionals with 30+ years of service @ average of $21,938 per person (with benefits); seven more paraprofessionals in 2003-04 @ $21,938 (with benefits); four more in 2004-05 @ $21,938 (with benefits); two more in 2005-06 @ $21,938 (with benefits); and 14 more in 2006-07 in 2006-07 @ $21,938 (with benefits).

[17] Assumes retirement in 2002-03 of one administrative (non-non) with 30+ years of service @ $48,240 per person (with benefits); two more in 2003-04 @ average of $53,141 (with benefits); one more in 2004-05 @ $55,346 (with benefits); one more in 2005-06 @ $56,0202 (with benefits); and two more in 2006-07 @ average of $51,737 (with benefits).

[18] Assumes retirement in 2002-03 of two security staff with 30+ years of service @ $39,789 per person (with benefits); one more in 2003-04 @ $39,790 (with benefits); and one more in 2005-06 @ $39,790 (with benefits).

Operations retirement[20]	0	132,763	177,439	263,756	263,756
Crafts retirement[21]	0	0	119,509	179,262	179,262
Other	0	0	0	0	2,036,494
Totals	$7,021,800	$10,473,587	$17,584,324	$21,038,980	$25,585,434

The following table proposes possible non-recurring or one-time revenue opportunities. The first two opportunities could be realized in the short-term; the other one would have to wait until the court's decision on the district's request for unitary status.

Table 7. Proposed One-Time Revenue Enhancements

Item	Description	Estimates
Unrestricted fund balance	Assumes revenues over expenditures	$6.0 to $9.0 m
Encumbrances	Assumes closing non-liquidated purchase orders.	$1.0 to $3.0 m
Court settlement	Assumes state's one-time payment to the district upon settlement of desegregation case.	32.3 m[22]
Totals		$39.3 to $44.3 m

- Liquidate the district's unrestricted fund balance of approximately $6.0 to $9.0 million.
- Close the district's non-liquidated purchase orders.
- Realize state payment of $32.3 million once the district is declared unitary.

Option Two

The second option includes all of the cuts proposed in Option One. Option Two, however, reduces non-instructional expenditures more aggressively by reducing staff. This option takes three years. Deeper staff reductions would be needed if savings from operational efficiencies or retirements are not realized.

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[19] Assumes retirement in 2002-03 of six food service staff with 30+ years of service @ $37,843 per person (with benefits); two more in 2004-05 @ $36,673 (with benefits).

[20] Assumes retirement in 2002-03 of two operations staff members with 30+ years of service @ $44,254 per person (with benefits); one more in 2003-04 @ $44,254 (with benefits); one more in 2004-05 @ $44,675 (with benefits); and two more in 2005-06 @ $43,159 (with benefits).

[21] Assumes retirement in 2004-05 of two crafts people with 30+ years of service @ average of $59,754 per person (with benefits); and one more in 2005-06 @ $59,754 (with benefits).

[22] Amount to be used for capital improvements.

- Assume retirement of non-instructional staff with 30 or more years of service to the district (using the same assumptions as presented in Option One for school years 2002-03, 2003-04, and 2004-05).
- Assume operational efficiencies presented in Option One, but phase them in faster.[23]
- Reduce administrative and non-instructional staff over next three years using seniority rules specified in union agreements.[24]

The following table summarizes the savings over a three-year period.

Table 8. Proposed Reductions in Recurring Non-instructional Spending (Option 2)

Item	2002-03	2003-04	2004-05
Close schools	$1,500,000	$3,000,000	$6,000,000
Purchasing efficiencies	1,500,000	3,500,000	5,300,000
Workers compensation	0	1,000,000	2,000,000
Bell times	3,500,000	3,500,000	3,500,000
Bus routes	900,000	1,800,000	1,800,000
Staff retirements	2,021,800	3,073,587	3,784,324
Staff cuts	562,000	1,162,000	2,820,000
Totals	$9,983,800	$17,035,587	$25,204,324

3. Reallocate non-instructional savings into instructional programs that could pay for the proposals made in the previous chapter and for the desegregation settlement. (The two sets of proposals overlap to a substantial degree.)

The following table proposes where to spend recurring savings (Option One).

Table 9. Proposals for Spending Recurring Savings on Instruction

Item	2002-03	2003-04	2004-05	2005-06	2006-07

[23] Assumes more aggressive pursuit of operational efficiencies described in Option One and earlier savings from a restructured workers compensation package.

[24] Assumes elimination of approximately 112 administrative and non-instructional positions over three years.

Reallocate non-instructional funds	$7,021,800	$10,473,587	$17,584,324	$21,038,920	$25,585,434
Prek[25]	127,878	330,898	552,563	796,536	2,792,257
K-3[26]	634,242	1,307,171	2,052,424	2,876,074	3,564,826
Diagnostic[27]	720,297	445,297	445,297	170,297	170,297
Extended time[28]	5,539,383	8,390,221	14,534,040	17,196,013	19,058,054
Reallocate federal Title I funds	$2,833,245	$9,152,702	$5,692,655	$3,700,722	$2,051,297
Extended time[44]	2,679,745	8,914,702	5,364,840	3,278,442	1,629,017
Parent centers[29]	154,000	238,000	327,815	422,280	422,280
Totals for Settlement	$9,855,045	$19,626,289	$23,276,979	$24,739,742	$27,636,731

- Reprogram $127,878 of the district's $7.0 million in non-instructional savings (in 2002-03) into expanding the pre-kindergarten program. (Amount grows to $2.8 million by 2006-07.)
- Reprogram $634,242 of the district's $7.0 million in non-instructional savings (in 2002-03) into reducing class sizes in grades k-3. (Amount grows to $3.6 million by 2006-07.)
- Reprogram $720,292 of the district's $7.0 million in non-instructional savings (in 2002-03) into diagnostic test development and piloting. (Amount declines to $170,297 million by 2006-07.)

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[25] Assumes the addition of 14 new prek classes according to the "Dayton Public Schools' Academic Implementation Plan" September 13, 2001. (Two new classes in 2002-03 and three additional classes each year through 2006-07.)

[26] Assumes the addition of 67 classes according to the "Dayton Public Schools' Academic Implementation Plan" September 13, 2001. (Fourteen new classes a year starting in 2002-03 and continuing through 2006-07.)

[27] Assumes cost of diagnostic test development or purchase in early grades initially, teacher reviews and professional development, software for scoring, aggregation, analysis, and reporting.

[28] Assumes extended day for teachers based on 2 hours of professional development per day for 36 weeks for 1,575 teachers ($302 per day for five days) beginning in year 1 and 216 units of 36 students for a total of 7,776 students at $1,092 per student according to the "Dayton Public Schools' Academic Implementation Plan" September 13, 2001.

[29] Assumes the addition of eight parent centers, two in each year starting in 2002-03 using a base salary of $25,000 plus materials, equipment, and food according to the "Dayton Public Schools' Academic Implementation Plan" September 13, 2001. (Item is not included in the Council's proposals in the previous chapter for improving student achievement.)

The Dayton Public Schools may wish to revisit its proposals on parent centers. The Council could find no evidence that anyone had done an evaluation of the district's current parent centers or could point to whether they were effective in raising student achievement. The district might want to consider the "Parent-Child Home Program" that works directly with parents in their homes in the development of literacy skills. Information on the program can be attained at www.parent-child.org or by calling Sarah Walzer at (516) 869-1283.

- Reprogram $5.5 million of the district's $7.0 million in non-instructional savings (in 2002-03) into extended time programs for students not achieving on grade level or according to each school's performance targets. (Amount grows to $19.1 million by 2006-07.)

- Reprogram $2.8 million in federal Title I funding in 2002-03 into the extended time initiative, and parent centers. (Amount declines to $2.1 million by 2006-07.)

The following table (Table 10) presents additional recommendations for shifting current instructional expenditures. The proposals mainly involve changes in how the district spends its federal revenues. Estimates include projected increases in federal FY02 appropriations and changes in targeting and program provisions in the reauthorization of the Elementary and Secondary Education Act. (Estimates reflect preliminary calculations of the effect of the ESEA reauthorization and federal funding increases on the Dayton Public Schools.)

Table 10. Proposal for Reprogramming Other Resources (1st Year)

Item	Proposed Use	Estimate
Title I (remaining)	To support "Reading Czar," reading coaches, curriculum and assessment consultants, additional early childhood, class-size reduction, extended time, and intervention initiatives.	$10,266,755
Title II	To support the districtwide professional development plan	2,800,000[50]
Reading First	To support districtwide reading initiative	834,000 [51]
One-time, nonrecurring	To support Spring 2002 emergency tutoring plan, establishment of a retirement incentive program, and additional consulting	7,000,000
Totals		$20,900,755

- Use the remaining portion —or about $10.3 million—of $13.1 million FY02 Title I allocation (new figure based on FY02 federal appropriations) for the Reading Czar, school reading coaches, program interventions, and supplemental materials and books. (See Table 10).

- Reprogram $2.8 million (new figure based on FY02 federal appropriations) in federal Title II "teacher quality" grants into districtwide professional development. (Request waiver from math requirements if necessary.)

[50] Estimated 2002-03 "Teacher Quality" grant to the Dayton Public Schools. Would provide some $1,641 in professional development for every teacher in the district.

[51] Potential new funds rather than a re-programming of current dollars.

- Aggressively pursue a federal "Reading First" grant to support the reading initiative described in the previous chapter. (Dayton would be eligible for a "Reading First" grant of approximately $835,000 if its application is approved by the state.)
- Use $7.0 million in one-time savings for the district's emergency Spring 2002 tutorial program, development of a retirement incentive for employees with thirty or more years service, and additional consulting if needed to align the district's curriculum with state standards.

4. Explore cost savings and revenue enhancement opportunities in a number of other areas. The Strategic Support Team could not estimate the precise size of these opportunities, but some of the following possibilities could yield significant amounts over the long run:

- Standardizing the district's professional development, as proposed in the previous chapter, will save the district small, unspecified amounts of money. (Having each school arrange its own professional development without a central provider is an expensive delivery model.)

- Review the district's level of nursing staff. (The district employees about 53 nurses, or more than one per school. This is a far "richer" delivery model than most other major city school systems. The review should include an analysis of the effect of nursing staff reductions on district Medicaid claiming.)

- Consider instituting a district policy that staff members who are absent two days in a row or on a Monday or Friday require a doctor's note. (The level of teacher absenteeism is costing the district an inordinate amount in substitute staff funds.)

- Establish a revenue maximization function in the Treasurer's office that works to squeeze out any additional dollars that the district might be entitled to in state funds, e-rate, Medicaid billing, free-lunch, Q-ZABs, building leasing, and TANF. (The district currently does well securing outside grants, e-rate, and Medicaid compared with other cities of similar size and poverty.)

- The state's 1999 audit of the district identified a problem with duplicate paychecks. Solving this problem could save the district small amounts of administrative costs.

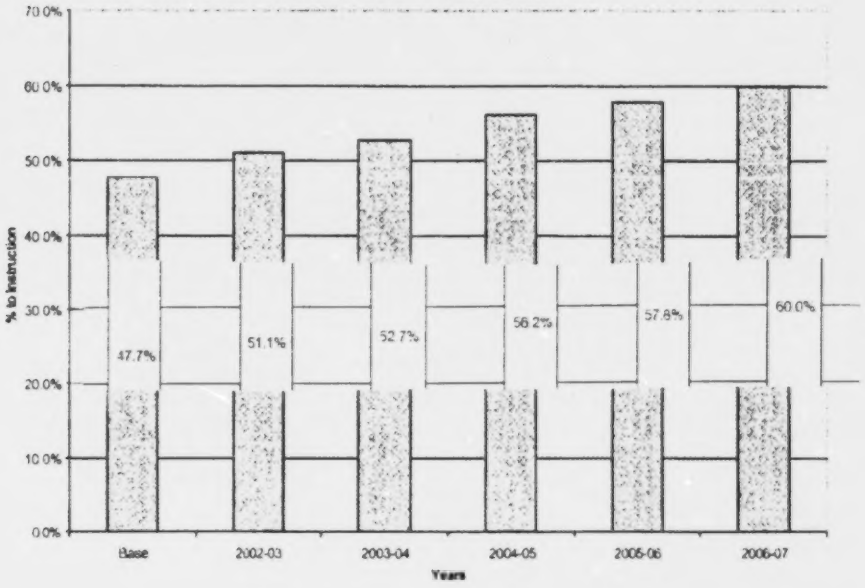
5. Phase-in the reallocation of resources over time and refocus them on the instructional program.

If the district reallocated its funds in the manner outlined above, then the Dayton Public Schools would see as much of its resources (60%) going to instruction as do the Cincinnati schools, which may be the first urban district in Ohio to emerge from academic emergency. Graph 9 below shows the trend for Dayton over five years (Option One).

This reallocation of district funds into instructional purposes can then be supplemented with sizable amounts of federal Title I and II funding that can be used for the Reading Czar, reading coaches for each school, supplemental materials, professional development, and program interventions. Amounts (Title I and II combined) are expected to be about $13.1 million in 2002-

03; about $6.7 million in 2003-04; about $10.2 million in 2004-05; about $12.2 million in 2005-06; and about $13.9 million in 2006-07.

Graph 9. Projected Share of Dayton's Resources Dedicated to Instruction



The result is a net reprogramming for instructional purposes (counting both non-instructional and Title I and II funds) of about $21 million in 2002-03—an amount growing to almost $39 million by 2006-07. This should be more than enough to spur academic achievement if amounts are used to support programs like those described in the previous chapter.

6. Have the School Board adopt a formal resolution that institutionalizes a formal budget process and requires it to be printed annually. (The policy should also mandate that staff follow the budget process in day-to-day operations.)

7. Consider retaining an outside auditor other than the state (which is the district's auditor of record).

8. Establish an outside audit advisory committee consisting of local, qualified business stakeholders, school personnel, and possibly representatives of oversight entities. (New York City and other districts use this kind of corporate and stakeholder finance review committee to get expertise and build confidence in district expenditures.)

9. Consider issuing Requests for Information (RFI) in order to seek advice and models from the local business community. (Houston does this.)

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10. Develop a long-range plan for enhancing the skill level of the district's financial and budget staff.

11. Develop a "weighted student formula" to provide regular and definable budget allocations to each schools with adjustments made for schools with larger numbers of high-need children. [32]

12. Consider the possibility of adopting two-year budgets that address the balance of the existing fiscal year and the next entire fiscal year.

13. Examine whether additional functionality exists within the existing budget system that would enable the district to budget by function instead of by object code and cost center.

14. Review the contract with Deloitte for Medicaid third-party billing. (The district may be paying higher than necessary fees and might be able to do comparable billing without an outside contractor.)

15. Consider capitalizing the purchase of buses instead of using operating dollars for these purchases. (The district might place a referendum to the voters as part of the facilities bond.) The savings in operating funds could be spent on instructional programs.

16. Have purchasing report directly to the Budget Director rather than to operations. (DPS has annual OTPS spending of about $65 to $70 million, an amount that should be under the direction of the Budget Director.)

17. Plan on an open-enrollment system for the district after it is declared unitary by the courts with transportation provided to schools of choice, including ability of parents to transfer out of schools in "corrective action."

[32] This approach is that it provides schools with a regular, predetermined allocation of funds, weighted by the numbers of students requiring additional services. There is any number of ways to write the formula to prevent or minimize funding disruptions. Seattle, Cincinnati, and Washington, D.C. use this allocation approach.

V. Facilities

Background

Dayton's school buildings are not in much better shape than the district's test scores. Facilities are unusually old, compared even with other urban school systems across the country. The oldest facility still in use was built in 1880 and the newest was constructed in 1981. Seven buildings predate 1900 and twenty-six predate 1940. Only one school has been built in the last 35 years, Career Academy in 1981. (See table on the next page.)

The average school in the district enrolls about 475 students. The average elementary school enrolls about 398 students; the average middle school serves some 655 students; and the average high school serves approximately 826 students. The average school in the nation's 100 largest school systems, by comparison, serves about 704 students; and the average school nationally enrolls approximately 507 students.[1] Urban schools across the country typically have schools that are too large to provide the support and individual attention that many children from fragile backgrounds require. Still, the Dayton Public Schools have schools that are far smaller than either urban or national averages and are significantly underutilized.

The 47 facilities that the Dayton Public Schools currently use include 1,849 classrooms and cover approximately 4.6 million square feet -about 206.8 feet per student districtwide. All but two schools in the district, Orville Wright and Stivers, have more footage per student than the state standard (120 sq. ft. for elementary schools, 150 sq. ft for middle schools, and 200 sq. ft for high schools). The Phi Delta Kappa report issued in April 2000 indicates that the average building in the Dayton Public Schools is operating at less than 63% capacity, having facilities sufficient to serve a school system enrolling approximately 33,000 students rather than the current 20,500. The excess space is equivalent to approximately 6.7 schools of 475 students each.

This underutilization is clearly costing the school district a lot of money in maintenance, repair, and utilities. It is also costing the district in excess bus routes to transport students to more sites than necessary. The costs of operations and maintenance range from about $100,000 to $550,000 per school (not including personnel costs). And the cost of custodial staff ranges from about $80,000 to $250,000 per building each year.

The inefficiencies in facility use and the lack of capitol resources have taken their toll over the years. Buildings are not in good shape. They need major renovation and repair. Some need to be replaced. Phi Delta Kappa estimated that about 32% of the district's schools were in poor condition. The state of Ohio has passed legislation (SB 272) that allows city schools to receive funds to repair and renovate facilities. The legislation requires a local match of about 40% and a long-range facilities master plan. Only schools with at least 350 students are eligible to receive state funding. Nine schools in the district have fewer students than that.

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[1] NCES. *Characteristics of the 100 Largest Public Elementary and Secondary School Districts in the United States: 1999-2000*.

Table 11.Characteristics of Dayton Public School Facilities

School	Built	Grades	Square Feet	Enrollment	Classrooms
Allen	1899	PreS-6	76,951	457	30
Belle Haven	1954	PreS-6	74,286	510	49
Browne	1916	K-6	97,714	557	44
Carlson	1958	PreS-6	61,675	380	33
Cornell Hghts	1952	K-6	61,174	447	29
Eastmont	1955	PreS-6	68,640	401	42
Edison	1892	PreS-6	76,600	425	39
Fairview	1930	K-6	63,409	425	36
Franklin	1890	PreS-6	85,567	372	28
Hickorydale	1957	PreS-6	53,056	293	26
Jefferson I	1914	PreS-6	69,320	423	39
Jefferson II	1967	PreS-K	47,609	130	12
Kemp	1924	PreS-6	76,951	319	35
Lincoln	1927	PreS-6	92,716	575	42
Loos	1936	K-6	63,176	446	35
Mann	1953	PreS-6	49,848	269	23
McNary	1967	PreS-6	44,115	261	24
Meadowdale	1957	PreS-6	70,932	566	42
Miami Chapel	1953	K-6	58,446	358	34
Patterson	1890	PreS-6	120,620	579	60
Ruskin	1926	PreS-6	80,165	547	43
Troy	1957	PreS-6	45,761	282	32
Valeria	1966	PreS-6	54,500	375	25
Van Cleve	1892	PreS-6	67,537	316	32
Webster	1891	PreS-6	64,620	377	30
Wogaman	1926	PreS-6	89,022	416	41
Wright, O	1952	PreS-6	57,230	555	36
Gettysburg	1948	PreS-6	57,481	248	28
Gorman	1923	PreS-6	28,566	84	17
Longfellow	1880	Daycare	98,934	263	22
WOW	1966	–	37,853	250	18
Fairview	1930	7-8	163,409	839	69
Kiser	1925	6-8	160,525	688	47
MacFarlane	1931	7-8	88,235	458	49
Roth	1959	7-8	198,890	595	44
Wright, W	1926	7-8	189,424	696	51
Belmont	1956	9-12	212,131	1,025	92
Career	1981	9-12	88,168	–	–
Col. White	1927	9-12	239,758	994	68
Dunbar	1962	9-12	229,000	740	59
Greene	1923	9-12	72,940	228	26
Meadowdale	1960	9-12	255,404	1,027	80
Patterson	1954	9-12	227,890	1,003	71
Stivers	1908	7-12	145,170	767	54

The Dayton Public Schools have taken steps to access this state renovation funding by conducting a facilities assessment and beginning to identify schools that could be closed. A great deal of work is still required before a bond issue could be put to Dayton voters. A ballot initiative in Spring 2002 is not realistic for two reasons: the requisite groundwork has not been completed, and the public might reject it. The district's leadership would be better to delay until November 2002 or later. This would allow the district to launch an emergency intervention to give a short-term boost to Spring 2002 test scores and to focus on getting its new instructional program ready for the 2002-03 school year. Waiting until Fall also gives the public the time to witness the new leadership team at work.

Issues of Main Concern

- The district has completed its facilities assessment but has not completed its Long-Range Master Facilities Plan required by the state.
- Political and corporate backing for a bond issue has not been secured, and fundraising to support the campaign has not begun.

Recommendations

1. Decide whether to place a construction bond before the city voters in November 2002.[2] (See timetable on subsequent pages for a calendar to pass the initiative in November.)
2. Secure political backing for the bond from the Mayor, city council, and others.
3. Secure local corporate and community group support for the bond.
4. Name a community advisory group to steer the bond initiative through the political process and to advise on the management and expenditure of bond proceeds.
5. Assign designated staff with good political instincts and connections to direct and manage the bond campaign.
6. Develop a fundraising committee to secure the resources to conduct polling and other activities needed to pass the initiative.
7. Complete the Long-Range Facilities Master Plan, including closure of four to six schools.
8. Determine the final size of the bond to ask voters to approve.

[2] The Council recommends issuing a bond rather than a levy to avoid confusion among the public about whether the proceeds are to be used for general operating purposes or solely for school building repair and renovation. The Council did not see any financial or legal advantage to issuing a levy over issuing a bond.

Table 12. Summary of Timelines for Dayton Bond Project

	Leadership Activities (1)	Political Activities (2)	Public Opinion (3)	Facilities Plan (4)	Financial Plan (5)	Legal (6)	Bond Definition (7)	Communications (8)	Bond Information (9)	Advocacy Campaign (10)	Key Dates/ Milestones (11)
Feb	Get School Board & CEO commitment[1]	Engage consultant[4]	Engage consultant[8]	Issue assessment update RFP[13]	Engage financial advisor[19]	Engage bond counsel[21]		Establish team[24]			
	Secure community buy-in[2]		Do preliminary sensing poll[9]			Establish bond parameters[22]					
	Assign dedicated staff to lead project[3]					Set role of board, staff in information/ advocacy[23]					
March		Establish political advisory committee[5]	Do focus groups[10]	Establish facilities committee[14]	Establish financial plan[20]		Decide type of funding vehicle (levy vs.bond)[24]	Establish strategy & plan[26]	Engage consultant support[28]	Establish community/ private group[30]	
		Determine political will of community[6]		Begin update of facilities assessment (if needed)				Implement plan		Engage consultant support[30]	
		Name independent oversite[7]									
April			Do detailed sensing poll[11]	Develop objective criteria for evaluating & prioritizing[15]				Community meetings[27]		Develop campaign strategy, tasks, schedules[30]	
				Develop education plan						Do fund raising[30]	

continue	Leadership Activities (1)	Political Activities (2)	Public Opinion (3)	Facilities Plan (4)	Financial Plan (5)	Legal (6)	Bond Definition (7)	Communications (8)	Bond Information (9)	Advocacy Campaign (10)	Key Dates/ Milestones (11)
May				Finish & approve LRFMP[16]				Community meetings[25]	Establish working group[29]		
				Develop MR/R plan[17]					Develop campaign strategy, tasks, schedules[29]		
June				Finish assessment update				Community meetings[25]	Roll out campaign[29]	Roll out campaign[29]	
July				Determine program management[18]			Decide what projects are included[24]	Community meetings[25]			Board resolution to establish size of bond[11]
				Issue RFP for maintenance review			Decide how much detail to include[24]				Board resolution to place bond on ballot[11]
							Determine size[24]				
				Issue RFP for program management[18]			Determine other bond elements (P/PM, oversite)[24]				

continue	Leadership Activities (1)	Political Activities (2)	Public Opinion (3)	Facilities Plan (4)	Financial Plan (5)	Legal (6)	Bond Definition (7)	Commu nications (8)	Bond Information (9)	Advocacy Campaign (10)	Key Dates/ Milestones (11)
							Organize projects[24]				
							Develop priorities, ranking, schedule[24]				
August			Do tracking polls[12]					Community meetings[25]			Deadline to complete required actions—August 22[31]
Sept								Community meetings[25]			School opening
October			Do tracking polls[12]					Community meetings[25]			
Nov				Employ consultant for program management[18]							Election day—November 5
											Victory celebration

Explanatory Notes to Timeline for Dayton Bond Project

The following narrative refers to the tasks and annotations in the preceding bond project calendar.[3]

1. Commitment of the School Board and the Superintendent is crucial to success, particularly given tight timelines for executing the project. (12)

2. Community involvement is critical to the success of the project. The CEO needs to lead the effort to engage appropriate community leaders in business, government, religion, higher education, labor, and other appropriate sectors. Early, persistent, and genuine interaction with community leaders is essential. (5)

3. To manage and execute the project, district staff must be assigned and dedicated exclusively to the effort. The amount of work required to organize, coordinate, and manage the project, and to effectively engage the broad community, demands commitment. The type of staff involved in this project should be high-level leadership staff who can speak authoritatively on behalf of the district in public settings; can commit the district to action; and can work well with the Ohio School Facilities Commission (OSFC). These activities cannot be accomplished as an "add-on" to staff's normal workload. The district may wish to provide extra budget room to accommodate staff to work on the project. (7)

4. The overall project needs to be coordinated to align district professionals with community professionals in the facilities, finance, and political arenas. A political consultant is the most logical resource for providing overall project direction, coordination, and leadership. The consultant should report to a very high level within the district, or to a team of leaders. (8)[4]

5. A political advisory committee can help the district understand the political will of the community and can contribute practical recommendations for actions the district should be taking operationally and with respect to the project. The committee makeup should be broadly representative of the community's political infrastructure, not just representative of the current political leadership. Having high quality school facilities is a non-partisan issue that should enjoy the support of all political persuasions. (4)

6. The political will of the community includes consideration of how much attention school issues get in the local political environment, how supportive local political entities are of school issues, what kinds of engagement might be necessary to stimulate political support, and other issues. The political consultant should be very instrumental in this component of the project.

7. To build confidence in the community about entrusting the district with new resources, the district may consider establishing an independent oversight process. Consideration should be

[3] Numbers in ( ) following each paragraph refer to the chapter number in "Anatomy of a School Bond Measure in a Large Urban School District" found in the binder accompanying this report.

[4] A sample Request for Proposal (RFP) for such a consultant is included in Appendix 6.3 of the "Anatomy of a School Bond Measure in a Large Urban School District."

given not only to the question of whether such a process would help, but also how the process will work, who will be involved, and what operating guidelines will be established. (4, 11)

8. Public opinion research is a cornerstone to determining whether a bond measure is likely to succeed, how it should be structured, how much revenue it can potentially raise, and what messages and messengers resonate with the public. The earlier the proponents engage public opinion research in the project, the greater the influence such research can have. Selecting a qualified local consultant who specializes in political issues will yield powerful information upon which to undertake the project. (8)

9. An effective preliminary sensing poll serves as a baseline for determining whether the messages of an information campaign are positively affecting public opinion about the district. Polling can also identify constituents who are not supporting the campaign. This is important so that additional communications, information, data, or reports can be sent to them. (4)

10. Focus groups provide opportunities to learn more about how well certain segments of the voting public understand the issues and which messages make sense to the people who hear them. (4)

11. As time passes and the district makes progress in defining the objectives of the project, detailed sensing polls may be necessary to obtain baseline information from the community about all issues relevant to the project.

12. Tracking polls are useful to assess how well certain messages are influencing the community's perceptions and feelings about the district.

13. Assessing the condition of facilities is basic to determining the potential needs for improving existing buildings. Dayton has already completed its Facilities Assessment, but modifications to the assessment, if needed, should be done by this point. The OSFC can tell Dayton if modifications or supplemental information is needed. (Call 614.466.6290.) The district should allow sufficient time to ensure that all AE data have been loaded onto the OSFC website for review, and finalization—if this process has not been completed yet. (2)

14. A committee of local community members with expertise in facilities and school issues can provide the district with independent assessment and prioritization of standards and criteria used to rank needs and develop a facilities plan. The committee should focus on criteria, rather than individual school issues and needs. (2, 3)

15. The development of evaluation criteria for objectively ranking needs by category and individual schools de-politicizes the process of deciding which schools are helped by the bond proceeds first. (3)

The evaluation process should include an education plan. The OSFC uses a CEFPI score to rate the educational adequacy of each building. There is no correlation, however, with the cost required to bring the building up to educational standards, only to physical standards. The Dayton Public Schools should convene their top educators at this point to review space against needed programs. This process can then be mapped against facility costs.

The district may also want to conduct a real estate feasibility study at this point if it is envisioning entirely new structures on new sites. The study should include an examination of 4-5 acre parcels within a three-quarter mile radius of each school that may be relocated. This process can take three to four months.

16. As much as possible, a long-range facilities master plan (LRFMP) should be available as a foundation for district programs affecting facilities needs, facilities conditions, and strategies for maintaining facilities. The Strategic Support Teams understand that the district is working with DeJong & Associates to complete the master plan and that the district has conducted a number of community forums to shape the plan. Any bond measure should be developed within the context of the LRFMP. The plan should be ready by this point. (2, 6)

17. An integral part of the LRFMP is the ongoing commitment of resources to Major Repair and replacement (MR/R) projects, sometimes referred to as major maintenance, or deferred maintenance. (11)

18. The community expects the district to effectively manage resources and projects in ways that maximize the impact of the resources on solving facilities problems. Effective program/project management is essential for properly managing bond resources, and for obtaining the confidence of the community. Experience in other cities suggests that waiting until after a bond measure passes to design and establish program/project management detracts from smoothly implementing the program. Planning this component before receipt of the funds allows for faster execution of projects. Consultant services for this component of the project should be obtained through the RFP process.

19. Qualified financial advice will provide valuable information for planning the bond measure, and will reassure the community that the district is operating prudently.

20. The financial plan establishes legitimacy that the facilities plan can be accomplished. The financial plan should consist of a detailed analysis of cash flow and should include reasonable projections of future assessed valuation and interest rates. (4)

21. Bond counsel advises the district about what legal constraints apply to bond development, including parameters of the bond and the timing of actions to comply with laws governing the financing of public projects. Bond counsel also submits appropriate documents to state, county, and city agencies. (4)

22. Parameters of the bond include items eligible for bond fund expenditures, language that either broadens or restricts action by the board, and strategic considerations of levels of detail to be included.
23. Districts are restricted in their ability to take a position of advocacy on political matters. Legal counsel should be deeply involved in each component of the project to ensure that applicable laws are adhered to. (9)

24. Decisions about particulars are essential to the development of the bond language. Particulars include the type of funding mechanism, projects to be included, level of detail to be included, overall size of the bond, inclusion of other issues beyond specific projects, overall organization of the content, and whether or how to include any scheduling information.

25. A communications team should be established to focus attention on this project and should meet regularly throughout the project. Internal communications are essential for making sure every employee is aware of issues related to capital facilities needs, how and why conditions exist, and plans for resolving facilities problems. The community regards virtually every employee as an "expert" about the district's business. Engaging employees early and continuously in the information loop not only raises awareness about the facilities project, but also sets the stage for improved relations between employees and management. District staff members are not the only ones who need to be informed about the project. Parents, PTA's, and other people and groups who regularly engage the district should also be informed.

26. The communications team should make sure all relevant issues are considered and planned for communications, and that all stakeholders are properly informed about issues. This requires development of a communications strategy and plan. (5)

27. Community meetings provide opportunities to engage employees and interested community members about the conditions of the district, its facilities, its needs, and its plans for the future. The nature of the community meetings evolves as the project progresses. (5)

28. A careful strategy for district involvement and participation in an information campaign should be articulated. Professional consultant services should be obtained to reinforce and supplement district communications staff to manage this component of the project. (9, Appendix 9)

29. A working group of district staff and consultant support should be established to plan, develop, and manage the information campaign strategy. (9)

30. The district may not participate in advocacy activities. A separate entity needs to be established to manage the entire process and to coordinate fundraising activities. The entity would benefit from professional consultant support to manage the process. The entity should also be responsible for selecting the consultant and the entire funding process. The Superintendent should work with the political consultant (see number 18 above) to engage appropriate community leaders for commitment to participate in the advocacy campaign. (10)

31. State law dictates that the board of education must act to place a general obligation bond measure on the ballot. The actions must be completed no later than 75 days before the election—or by August 22 for a November 5 (2002) vote.

VI. Communications

BACKGROUND

The ability of a school system to communicate with the public—parents, the community, and the media—is second only in importance to its need to communicate with its employees—teachers, principals, and staff—who should act as ambassadors for the district. It is through its communications operations that the school system is able to define itself to the community, and to coordinate its work across its disparate offices, departments, work sites, and schools. Performing these functions requires constant interaction with the Superintendent and other senior level staff in the school system and close contact with the press, parents, and others who have a stake and an interest in the district.

The public information office serves as the district's main instrument for press relations. A twenty-year veteran of the district who is generally well regarded for her press contacts and experience heads the office. She reports to the Superintendent but is not part of the Superintendent's executive staff. The public information staff also includes two junior staff members, a communications specialist and assistant who prepare the district's newsletter, press releases, tip sheets, and other documents. The operation also includes a telecommunications director who runs the district's TV and radio stations. The district's webmaster works closely with the public information office but reports to the director of technology.

The office has an array of traditional communications tools at its disposal. It produces press releases, tip sheets, and an 8-page monthly newsletter, the *Intercom*, that is sent to district staff and media. The Superintendent also prepares a regular newsletter to staff called *Yes, We Are*. The district's TV station runs 24 hours a day and the radio station broadcasts from 9:15 a.m. to 4:30 p.m. daily. The TV station—DPS-TV—airs school board meetings, a math homework hotline, a monthly call-in talk show with the Superintendent, school concerts, schedules, and instructional information.

A proposed districtwide marketing and communications plan prepared by the public information office was never acted on by the former school board due to funding constraints.

The school district's public image is considered low. A recent poll by the Fordham Foundation showed that only 23% of Dayton parents gave their public schools an "A" grade, while 16% conferred either a "D" or "F."[1] Only 5% of parents with children in charter schools gave their schools low or failing grades, as did fewer than 2% of parents with children in private schools.

The district also suffers from low staff morale. An employee opinion survey administered in 1997 found that only 48% of respondents rated their overall job satisfaction as positive. No one interviewed for this report thought the situation had improved since the survey was given.

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[1] *Dayton Education in 2001: The Views of Citizens and Parents (with children in Public, Private and Charter schools)*. Thomas Fordham Foundation, 2001.

ISSUES OF MAIN CONCERN

The Strategic Support Teams working on this project had concerns in several areas:

- The public's perception of the Dayton Public Schools appears to be very low, evidenced by the growth in charter schools.
- The school system and the city's business community have been disaffected over the last few years.
- The morale of school employees appears to be quite low.
- The district lacks any cohesive communications or community-relations plan or marketing strategy.
- The district's main tactic for improving its public image is through media relations and outreach—a strategy that will not prove to be effective ultimately.
- The district's community-relations activities are splintered and disconnected organizationally, making it difficult to speak with one voice or to coordinate messages to the community effectively.
- The district appears to lack some of the communications and information tools common to most large organizations.
- Some of the district's operations (e.g., its central registration process) sour the public's good will.
- There is no regular polling of public opinion or evaluation of the district's communications activities, tools, and programs.
- The district lacks a clear customer service focus.

RECOMMENDATIONS

The Strategic Support Team had two overarching recommendations and a series of proposals in three areas: organization, operations, and rollout of the district's priority reforms. The rollout includes a suggested timeline.

1. Change current district strategy designed to improve the school system's image with better media relations to a strategy built on direct community outreach, constituency building, and communications.
2. Consolidate the district' disparate communications, community, family, and other related functions and resources into a more effective unit designed to implement the first recommendation.

Chapter VI. Communications

Organization

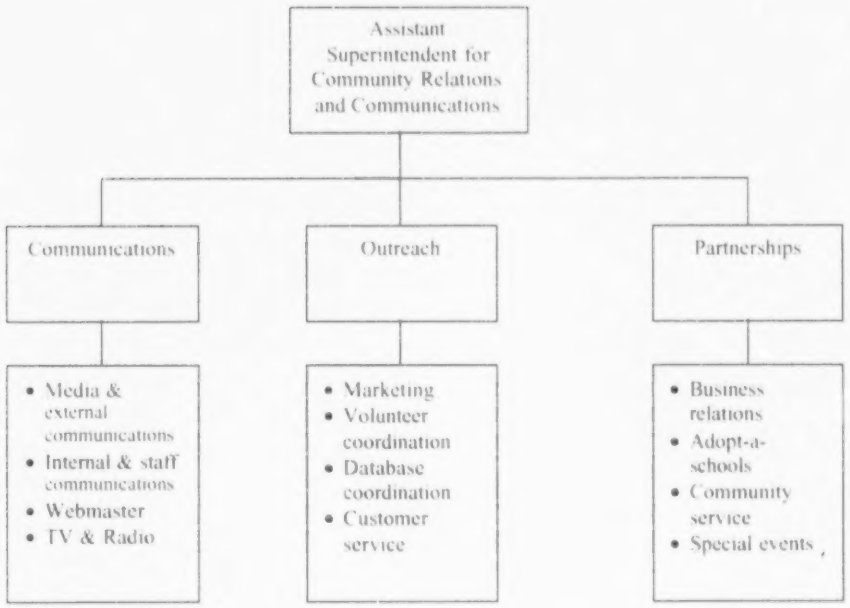
3. Create a new "Office of Community Relations and Communications" headed by an Assistant Superintendent-level person who would report directly to the Superintendent and sit on the Superintendent's executive cabinet.

4. Charge the new Assistant Superintendent for Community Relations and Communications with providing strategic advise to the Superintendent on communications, community relations, marketing, partnerships, media relations, and with the coordination of contracted marketing services.

5. Move the district's current family involvement and community relations function out from under the organizational planning and development unit and place under the new "Office of Community Relations and Communications."

6. Include under the new department functions related to communications, outreach, and partnerships. (See proposed organizational chart below.) (This is designed to consolidate and coordinate related functions and to put broader emphasis on rebuilding community support for the schools by going directly to the public.)

Proposed Organizational Chart for Office of Community Relations and Communications



- The communications unit would be devoted to internal communications (building employee morale, communicating district objectives, and staff newsletter,) and to

external communications (bulletin, press releases, building relationship with television officials), the webmaster and district television & radio operations.

- The outreach unit would be devoted to volunteer recruitment, marketing, customer service, parent involvement, relations with community organizations, and community database coordination and maintenance. (The marketing person in the equity monitoring office, who markets magnet schools, should be moved here.)

- The partnership unit would be devoted to building relationships with businesses, realtors, adopt-a-school programs, and local fundraising and development activities.

Operations

7. Develop and approve a final districtwide community relations and communications plan.

8. Begin publishing routine district promotional and information tools, e.g., brochure, fact sheets, program offerings, etc.

9. Conduct regular internal public tracking polls to gauge the satisfaction of employees and the public. (Might also conduct periodic focus groups to help gauge public opinion.

10. Begin publishing individual school report cards and profiles.

11. Revamp the district's in-house newsletter, the *Intercom*, to be less text-based, shorter, and filled with more news items about district performance and reform efforts.

12. Fold the Superintendent's newsletter, *Yes We Are*, into the *Intercom* as a column from the Superintendent to staff and the community.

13. Begin publishing a district annual report.

14. Establish regular meetings between the Superintendent and board president with the editorial board of *Dayton Daily News*.

15. Develop an extensive database of key city opinion leaders and constituents such as realtors, corporations, parents, and community groups that can be used for mailings, listserves, and other communications.

16. Consider publishing a one-page, easy-to-read bulletin on district news and developments to be mailed and/or emailed to key community organizations, businesses, churches, etc.

17. Set up a call center or help desk in the new department of community relations and communications to answer routine questions from the public about district operations and programs.

18. Eliminate the district's central registration process, which is bureaucratic and an invitation for bad press and angry parents. (Substitute current process with one where parents can register

their child at any school, regardless of where they will eventually go. Consider the example of the Department of Motor Vehicles, which allows drivers to register at regional offices.)

19. Target students in charter and private schools with special mailings and communications. (The Charlotte-Mecklenburg Public Schools sent brochures and informational pieces to affluent homes that were likely to have students attending private and charter schools. The district was able to sign up 400 new students.)

20. Avoid hiring separate press directors for the school board and the Superintendent. (Having two separate public relations operations will lead to more fragmentation in the district and competing voices.)

21. Have district communications staff on-site during developing news stories—particularly TV stories—to make sure that the school system's story is being told.

22. Reevaluate and focus the district's television and radio stations. (They should be used for instructional purposes, or for news and information, but not for both.)

23. Establish a staff recognition or awards program for employees, especially teachers, who have produced exemplary results rather than recognition based on longevity.

24. Institute staff media training and customer service training for employees especially those who interact with the public and press. (Employees are often the first people parents see or hear when dealing with the school district and the impression they make is lasting.)

25. Clarify who does what in the district. (Many employees apparently do not know who is responsible for what.)

26. Increase overall district spending levels for the consolidated activities.[2]

27. Conduct a review of all the boards, municipal and community organizations, and civic groups on which the district has a seat to make sure that the district is well represented every where it can be.

Rollout of Reforms and Initiatives

The district's leadership expects to announce its reform priorities in the near future. The Strategic Support Team suggests that the leadership--

28. Finalize the goals and major components of the reform plan and draft priorities such as raising reading scores or achieving unitary status.

29. Retain an outside marketing firm to develop themes, messages, activities, and coordinate and schedule rollout.

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[2] Amount of increase has not been included in the expenditure assumptions presented in Chapter IV.

30. Identify key messages, themes, or slogans about the reform plan, e.g., "Dayton Reads Dayton Counts."

31. Identify the campaign's audience--parents, media, business, realtors, churches, and local alliance groups.

32. Identify communication channels—and feedback loops—to get the message out such as media, special events, PTA, website, district television and radio stations.

33. Make sure all communications pieces, such as newsletter and press releases, contain information about the reform plan and the priorities.

34. Explore the possibility of asking organizations to donate advertising space—billboards or the local PBS.

35. Convene a citywide education summit to announce plans and invite business and community organizations back into the schools.

Summary of Timelines for Dayton Communications Project

Schedule	Activity
Late February (2002)	• Hold Board-Superintendent retreat to formulate goals, broad strategies, and reforms.
	• Announce results of retreat at a press conference.
	• Announce that the board and the superintendent will be convening focus groups of business, community groups, etc. and districtwide forums/townhall meetings to get input on new district goals and reforms.
	• Retain outside consulting firm to help in designing and coordinating marketing efforts for the Spring.
Spring	• Conduct staff work on the details of the reform initiatives, including the reading plan, budget, facilities, and communications.
	• Conduct focus groups and districtwide forums/townhall meetings to get community input on reforms.
	• Develop draft of reform plan and get sign-off from representatives of citywide organizations at a second follow-up meeting.
	• Solicit business support to sponsor a districtwide education summit in late Spring.
Late Spring	• Convene a citywide education summit of the school board, superintendent, mayor, teachers, students, and key constituent groups.
	• Ensure that appropriate fanfare and ceremony accompany the summit and that it conveys a strong message of reform and collaboration by all.
	• Announce at the summit the district's reform goals, plans, targets, and schedule. (Announcement should be done with the mayor and key community or business representatives.
	• Unveil a new district logo that elicits the reform effort and new

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	look to the district. (Solicit pro bono design.)
Summer	• Conduct professional development efforts for district teachers and administrators on reading program and other reforms.
	• Finish planning for Fall implementation of reform program.
	• Make decision about whether the bond issue will be put to voters in the Fall (2002) or Spring (2003).
Fall	• If the board decides to do the bond in the Fall (2002), the district's communications efforts need to be turned to this effort. (See chapter on facilities.)
	• If the board decides to do the bond in the Spring (2003), the district's communications efforts can turn to efforts to rally tutors, volunteers, and to hold special events around the district's reading program, e.g. book fairs, reading events with city notables, etc.

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VII. Conclusion

Reasons for Optimism

The Dayton Public Schools have made important strides over the last several years, including the following:

- The community has elected a new school board that is ready to declare a new day and get serious about student performance and public confidence.
- The district has restored its financial solvency and balanced its books for the last three fiscal years.
- The district has hired a number of talented staff, including many people recently recruited by the Superintendent.
- The district has begun planning for the repair, renovation, and replacement of aging school buildings.
- The district has closed a number of under-utilized schools during the last several years.
- The district has begun articulating a strategic plan for its future.
- The district has sharpened its math curriculum.
- The district has reached out to other cities across the nation for assistance.

These improvements suggest that the system is ready and willing to substantially change the way it conducts business.

The Dayton Public Schools have other assets in place that will bolster the district's efforts to improve. These include:

- ❖ A Superintendent that understands the system and is committed to reform;
- ❖ A favorable pupil teacher ratio compared with many other urban systems; and
- ❖ A cadre of hard-working, experienced teachers and staff who recognize the need for improvement.

Indicators of the Challenge

Dayton will need to marshal all of these strengths to make substantial changes, because the system is in a state of crisis, as illustrated by several indicators:

- Low student achievement levels place the district on the state's academic emergency list. No major city school system in the state has fewer students meeting proficiency standards.
- Enrollment is declining as rapidly as that of any urban system in the nation.
- Community dissatisfaction and a growing number of families turning to charter schools threaten the district's survival.
- The district is struggling to end a decades-old court-ordered desegregation plan, which limits options for school choice and diverts scarce resources.
- District finances are still recovering from several years of deficit spending.
- The district spends too little money on instruction, and too much money on such non-instructional matters as building maintenance and operations.
- School facilities are ancient even by urban standards. Buildings are falling apart and are inefficiently used.
- Public confidence in and community support of the school district is extremely low.

For the Dayton Public Schools, improvement is no longer optional—it's imperative. The clock is ticking. Unless the district can turn itself around soon, it is at risk of such outside actions as a takeover by the state, transfer of operational control to a private school management firm, or transfer of its financial base to a charter authority. New federal requirements for academic gains will also place additional pressure on the district to improve.

FINDINGS OF THE COUNCIL'S STRATEGIC SUPPORT TEAMS

At the core of Dayton's crisis is the district's inability to improve student achievement. In the judgment of the Strategic Support Teams that worked on this report, the main reason for this stagnating achievement is a lack of focus. From the Council's observations, the most successful urban districts are those that have a clear and relentless focus on student achievement and instruction as the top priority. In Dayton, however, the district and its people are going in too many directions at once. This is apparent in the district's mission statement, draft strategic plan, draft organization chart, disparate curriculum offerings, multiple school reform initiatives, and spending patterns. It is also manifested in the malaise of its staff. We suspect that morale is low because people are working hard but not seeing any results. This is partly because people are pulling in opposite directions, and are allowed to do so.

The Strategic Support Teams also heard the problem voiced in terms of responsibility. No one is really accountable for anything. A number of staff members were not clear about who was in charge of what—even when the organizational chart suggested that they were the ones in charge. Staff evaluations are not tied to student performance. This situation suggested to the Teams that neither individual nor organizational accountability was being articulated clearly.

The lack of focus is particularly evident—and harmful—at the school level, where individual schools have enormous latitude to implement the district's curriculum almost any way they want. Every school is essentially on its own in carrying out the district's instructional goals. This situation is exacerbated by the lack of a uniform system for delivering professional development, which would enable all teachers in the district to move in the same direction.

Finally, the district's performance is aggravated by the relatively low amount it spends on classroom instruction. In 1999-2000, the district devoted just 47% of its expenditures to instruction, the lowest level of any major city school system in Ohio. An unusual proportion, on the other hand, is devoted to building maintenance and operations.

RECOMMENDATIONS FOR CHANGE

The Councils' Strategic Support Teams offered many recommendations aimed at improving the situation in the Dayton Public Schools. Detailed recommendations can be found in the Recommendations sections of the preceding chapters. The most important suggestions are summarized below.

Leadership Focused on Instruction

Reversing the district's fortunes will require strong and determined leadership. The Superintendent will need to exert bolder leadership than has been typical in Dayton in the past. This includes being prepared to make courageous decisions about the district's agenda and personnel. The School Board and Administration also need to develop a more effective working relationship.

This leadership will need to be focused on sharpening the district's mission to emphasize student achievement, and tightening its day-to-day operations. More to the point, the district will need to significantly streamline and strengthen its instructional program. This will involve taking greater control of what is taught and how it is taught in the district. The task has not been made easier, unfortunately, by the lack of state standards. This year the state is correcting that situation, but in the meantime, it has been difficult for Dayton—or any district—to align its program with state benchmarks.

This process will likely require a staff evaluation system based on performance. For example, central office administrators and school principals should be placed on annual performance contracts tied to meeting academic targets.

Student Achievement

The most important goal for the Dayton Public Schools is to raise achievement and to lift the district out of academic emergency within three years. The Strategic Support Teams made several recommendations toward this end, in addition to the leadership, mission, and management suggestions noted above.

The district will need to re-establish challenging academic goals in reading and math and set annual numeric targets for each school. Reading performance, which is especially critical, could be improved by hiring a district "Reading Czar," who would report to the Superintendent and be responsible for implementing a scientific, research-based reading program and comprehensive instructional interventions. Individual school reform initiatives will have to be terminated, at least for the meantime, to ensure that the district is moving in a unified direction.

Sharpening the district's instructional program will also involve centralizing the system's professional development. Now, each school determines its own professional development needs, sometimes in correspondence with its particular reform models, and arranges independently for professional development.

Financial Resources

The district also needs to rearrange how and where it spends its resources. The Dayton Public Schools are fortunate in having the highest per pupil resources of any major city school system in the state. Some of these resources need to be reallocated away from facilities and operational expenses and placed into classroom instruction. The recommendations made in this report would move the district's instructional expenditures from about 47% of the budget to 55%, then eventually to 60%.

The DPS will also need to take other steps to maintain its financial solvency. These could include such options as reducing or re-deploying administrative, clerical, custodial, and non-instructional staff; reprogramming some instructional dollars into activities that are more likely to raise student achievement; and maximizing revenues from outside sources.

Strengthening the district's instructional program and sharpening the focus on student achievement should improve performance. It should also help to meet the plaintiff's needs in the desegregation case, so the district could be declared to have unitary status. This step will give the district greater flexibility to create an open-enrollment plan that allows parents the freedom to choose schools—with the district providing transportation. Greater public school choice could help restore public support for the system.

Facilities

The Dayton Public Schools must also address its dilapidated facilities. Toward this end, the Council teams have recommended that the district take steps to place a construction bond before the city voters in November 2002 or later. Such a bond is necessary to generate matching funds that will allow Dayton to participate in a state program to repair, renovate, and replace aging urban school buildings.

If citizens become more confident about the district's future, they will be more likely to support a bond issue. Voter approval will also depend, in part, on the district's efforts to operate its buildings more efficiently, through such means as closing additional schools over the next three years and identifying other ways to make building operations more efficient.

Communications

Finally, the Dayton Public Schools need to take steps to bolster its image in the city and its relationships with community and corporate organizations. Higher student performance and efforts to boost it will alleviate some of the district's image problems. Its relationship, however, need to be rebuilt directly. The new school board is uniquely positioned to engage the public given its strong community backing at the polls.

The Council teams have proposed a number of steps to bolster how the district interacts with the community. The teams have also recommended an outreach strategy that relies less on media good will and more on direct conversations with the public. Finally, the teams propose a number of ways to consolidate district functions to improve the coordination of community relations and communications activities.

CONCLUSION

A renewed focus on student achievement is the foundation for all the proposals and recommendations in this report. Other institutional gains will matter little if students do not learn more. If achievement improves, it should help to boost morale and restore public confidence. It will help to stop the flow of students away from the system's public schools. It will provide the district with a rationale for other important and sometimes difficult steps regarding personnel, finances, and facilities.

The path toward improvement is steep. A successful effort must begin with a "no excuses" philosophy. Other districts have followed this path and seen improvement, and Dayton can, too. On the positive side, several key leaders, staff, and teachers in Dayton seem prepared to do what is necessary. If their early steps are sure, then others in the district and the community are likely to join the trek. The goals will seem closer and the journey less strenuous if everyone is traveling in the same direction.

APPENDIX A: INDIVIDUALS INTERVIEWED

Individual Interviewed by the Superintendent Team:

- Dr. Jerrie Bascome-McGill, Superintendent of Schools.

Individuals Interviewed by the Curriculum and Instruction Team:

- Ricky Boyd, School Board President (former).
- Nancy Brown, School Board Member.
- Gail Littlejohn, School Board President-elect.
- Yvonne Isaacs, School Board Member-elect.
- Tracy Rush, School Board Member-elect.
- Doniece Gatliff, School Board Member-elect.
- Dr. Jerrie Bascome-McGill, Superintendent of Schools.
- Percy Mack, Deputy Superintendent.
- Willie Terrell, President, Dayton education Association.
- Camille Cooper, Executive Director of Academic Services/ Executive Principal, Region 1.
- Marlea Jordan Gaskins, Director of Professional Development/Executive Principal, Region 2.
- Deborah Bergeron, Executive Principal, Region 3.
- Cheryl Johnson, Executive Principal, Region 4.
- Teresa McCorry, Principal, Fairview Elementary School.
- Margo Gaillard-Barnes, Principal, Cornell Heights Elementary School.
- Dora Carson, McFarlane Middle School.
- Joye Stier, Principal, Belmont High School.
- Ed Sweetnich, Executive Director, Human Resources.
- Kathleen Condron, Director, Special Education.
- Janice West, Assistant Superintendent, Pupil Services.
- Rose Chapman, Executive Director, State and Federal Programs.
- John Swann, Assistant Director, Research and Evaluation.
- Donna Patterson, Associate Director, Language Arts.
- Shirley Cooper, Associate Director, Mathematics.
- Mary Henderson, Associate Director, Employee Education and Development.

Individuals Interviewed by the Finance Team:

- Dr. Jerrie Bascome-McGill, Superintendent of Schools.
- Penelope Rucker, Treasurer.
- Robyn Essman, Budget Director.
- Ed Sweetnich, Executive Director, Human Resources.

Individuals Interviewed by the Communications Team:

- Dr. Jerrie Bascome-McGill, Superintendent of Schools.
- Jill Moberly, Public Information Officer.
- Kyra Robinson, Communications Specialist.
- Erika Daggett, Communications Assistant.
- Ken Kreitzer, Team Leader, Telecommunications (TV Station and radio).
- Michael Sullivan, Chief of Business Operations.
- JoHelen Williams, Executive Director, Equity Monitoring.
- Anita Looper, Dayton Area Board of Realtors.
- Carol Lynn, parent.
- Lori Ward, Executive Director, Information Services.
- Sandy Lowery, Webmaster.
- Kathy Hollingsworth, President and CEO, National City Bank.
- Tom Lasley, Dean, College of Education, University of Dayton.
- Willie Terrell, Jr., President, Dayton Education Association.
- Percy Mack, Deputy Superintendent.
- Doniece Gatliff, School Board member.
- Mario Gallin, School Board member.
- Gail Littlejohn, School Board president.
- Jaciel Cordoba, WDTN-TV (ABC).
- Marlea Jordan Gaskins, Executive Principal, Region 2.
- Deborah Bursuran, Executive Principal, Region 3.
- Lloyd Martin, Executive Principal, Region 1.
- Cheryl Johnson, Executive Principal, Region 4.
- Saundra Collie, Principal, Ruskin Elementary School.
- Joye Stier, Principal, Belmont High School.
- Teresa McCorry, Principal, Fairview Elementary School.
- Erin Dooley, Principal, Stivers School for the Arts.
- Tomasina Scott, Principal, Miami Chapel School.
- Jeffrey Mims, Director of Community and Government Relations.

APPENDIX B: DOCUMENTS REVIEWED

Documents Reviewed by the Superintendents Team:

- A Comprehensive 3-Year Plan for Change in Dayton Public Schools.
- Dayton Public Schools, Draft Strategic Plan.
- Dayton Public Schools, Secondary Education Task Force Report and Recommendations.
- Dayton Public Schools, Preliminary 4th & 6th Grade 2001 Ohio Proficiency Test Results.
- Ohio State Department of Education, Dayton City Site Evaluation Report (July 2001).
- A Curriculum Management Audit of the Dayton Public Schools, PDK.
- Dayton Public Schools, Draft Organizational Chart 2001-2002.
- Five-Year Forecasts—Assumptions as of September 12, 2001.
- Comprehensive Partnership for Mathematics and Science Achievement.
- Newspaper clippings.
- Dayton Public Schools, School Building Profiles.
- Dayton Public Schools, 2000-01 Spending Plan (through December 31, 2001).
- Dayton Public Schools, Enrollment and Enrollment Projections (Fiscal Years 1982 – 2005).
- Dayton Public Schools, 2000-2001 Supplemental Support Services Reference Chart.

Documents Reviewed by the Curriculum and Instruction Team:

- Dayton Public Schools Mission Statement.
- Pathwise Checklist for Classroom Instruction.
- Revised Organizational Chart.
- Math Curriculum Guide.
- Pupil Performance Objectives Chart.
- CBE Guides.
- Individual School Title I Supplemental Services Reference Chart.
- Title I 2001-2 Supplemental Support Services Reference Chart.
- Title I Annual Program Review.
- Title I Schoolwide Program Plan - Narrative Outline.
- Title I Voyager Expanded Learning Reference Packet, 2001-2002.
- Fall School-by-School Test Results.
- 2000 Proficiency Tests (Sample Questions and Sub-scale).
- Ohio Off-Grade Proficiency Test (Grades 1-3, 5, 7).
- Strands - Written Descriptions for Grades 4, 6 & 9th - Proficiency Tests 2000.
- Ohio Learning Outcomes - Grades 8 & 9.
- Current Teacher Evaluation Form.
- Teacher Performance Assessment Summary.
- Teacher Performance Assessment Summary Instrument.
- Formative Observation Data Analysis Form.
- Administrative/Supervisory Performance Evaluation Form.
- Formative Observation Data Analysis.

Appendices

- Prospectus for Approved Professional Development Units (PDUs).
- Employee Education and Development Department Goals, 2001-2002.
- Item Analysis Report for Jane Adams Elementary School.
- Item Analysis Report for Whittier Elementary School.
- Item Analysis Report for Cleveland Elementary School.
- Item Analysis Report for Dayton City School District.
- Dayton Public Schools, Literacy Plan of Action, 2001-2002.
- Language Arts, K-12, 2001-2002, A Menu of Professional Development to Buildings.
- Comprehensive Partnership for Mathematics and Science Achievement.
- Consolidated Local Plan FY 2002 ESEA Title I, ID, II, IV, VI, VI-R, School Improvement, Homeless Education.
- Dayton Public Schools, Draft Strategic Plan.
- Dayton Public Schools, Draft Strategic Plan: Action Plan Document (August 2001).
- Academic Services Department Organization Chart, School Year 2001-2002.
- Job Description, Executive Director, Academic Services.
- Job Description, Associate Director, Curriculum and Instruction.
- Job Description, Associate Director, Educational Technology.
- Job Description, Associate Director, Guidance and Counseling.
- Textbook Selection Process Guide.
- Dayton Public Schools, District Academic Program Plans.
- Dayton City SD 2000 Continuous Improvement Plan.
- Title I School Improvement Addendum.
- Kindergarten Curriculum Correlation and Planning Guide.
- Ohio Department of Education, Reference Guide to Continuous Improvement Planning.
- Dayton Public Schools 2000 Proficiency Tests.
- Ohio Off-Grade Proficiency Test, Second Edition—Matched to the Ohio Learning Outcomes.
- Dayton Public Schools, 2000 Proficiency Tests, Number and Types of Questions and Subscales.
- Dayton Public Schools Proficiency Tests 2000—Strands (Written Descriptions).
- Projected Data Release Timeline.
- Title I 2001-2002 Supplemental Support Services Reference Chart.
- Dayton Public Schools, 2001-2002 Continuous Improvement Plans.
- Sample school-by-school Comprehensive Improvement Plans, 2001-2002
- Dayton Public Schools, Science Education Student Achievement Improvement Plan.
- Dayton Public Schools, Strategic Plan, CPMSA Program.
- Dayton Public Schools, District Technology Plan: 2001-2004.
- Dayton Public Schools, VEPD 4-Year Plan.
- Community Schools in Ohio: Second Year Implementation Report, Volume I-Policy Issues.
- Community Schools in Ohio: Second Year Implementation Report, Volume II-Descriptions of 46 Community Schools.
- Ohio Fourth-grade Proficiency Tests, Mathematics, Test Booklet.
- Ohio Fourth-grade Proficiency Tests, Guide to Test Interpretation.

Appendices

- Ohio Department of Education Memorandum from David A. Varda and Robert B. Luikart to School District Superintendents and Treasurers, January 12, 2001 Re: Final District Data for the 2001 Local Report Card and Release Schedule Date.
- Employee Education and Development Department Project Overview.
- District Template: A Standardized Format, A Systemic Process for Developing an Organizational Needs Assessment for Determining Alignment with Dayton Public School's Goals.
- Pathwise Training Domains.

Documents Reviewed by the Finance Team:

- Dayton Public Schools Enrollment/Attendance—Summary (12/17/01 thru 12/21/01).
- Dayton Public Schools 2001-02 Final Appropriations and Budget Projections by Fund and Object (12-10-01).
- December, 2001 Survey of Ohio Urban Districts, % of Administrators as % of Total Workforce.
- Dayton City SD 2000 Continuous Improvement Plan.
- A Curriculum Management Audit of the Dayton Public Schools, Phi Delta Kappa International, April 2001.
- A Comprehensive 3-Year Plan for Change in Dayton Public Schools.
- Statistical Tables of Public Elementary-Secondary Education Finances: 1998-99, Census Bureau.
- The Dayton Public Schools' Academic Implementation Plan, September 13, 2001.
- Budget Handbook for Schools.
- Expenditure Flow Model, Expenditure Per Pupil Report, EMIS.
- Expenditure Flow Model, Building Expenditures Report, EMIS.
- Expenditure Flow Model, Percentage of School Cost Report, EMIS.
- State of Ohio 2001 District School Report Card.
- State of Ohio 2000 District School Report Card.
- Grant Funded Employees as of December, 2001.
- District Trend Report Preliminary EMIS Data for the 2002 Local Report Card, Fiscal Year 2001 (School Year 2000-2001).
- Findings Related to the Financial Statements Required to be Reported in Accordance with GAGAS.
- Classroom Professional Staff Members—Effective 7/1/01.
- Montgomery County Teacher Salary Comparison (4/12/01).
- Dayton Public School District Employee List by Title, Rate, and Unit.
- DPS Staffing Summary.
- Dayton Public School Building Profiles.
- Correspondence from Michael Sussman in re: Brinkman v. Gilligan.
- Dayton Public Schools FY02-FY06 Budgets by Function.
- Dayton Public Schools Board of Education Policies.
- Dayton Public School District Annual Appropriation Resolution, July 1 1999-June 30, 2000—Final.
- Dayton City School District, Single Audit for the Year Ended June 30, 2000.

Appendices

- Dayton City School District, Comprehensive Annual Financial Report (CAFR) for the Fiscal Year Ended June 30, 1999.
- Dayton City School District, Comprehensive Annual Financial Report (CAFR) for the Fiscal Year Ended June 30, 2000.
- Guide to Unit Codes.
- Treasurer's Recommendations to the Board of Education.
- Dayton City School District Official Certificate of Estimated Resources.
- Summary of Recommendations from Performance Audit, November 1999.
- FY2001 Tax Budget, Dayton Public Schools.
- FY2002 Tax Budget, Dayton Public Schools.
- Monthly Financial Statements, October 2001.
- Analysis of Revenue & Other Financial Sources FY01 vs. FY02.
- Analysis of Expenditures & Other Financial Uses FY01 vs. FY02.
- Revenues Over (Under) Expenses FY01 vs. FY02.
- Beginning Cash Balances FY01 vs. FY02.
- Ending Cash Balance FY01 vs. FY02.
- Outstanding Encumbrances FY01 vs. FY02.
- Printouts of district staff by unit, pay location, and rate.
- Printouts of grant funded employees as of December 2001.
- Printouts of district "non-nons."
- Statistical comparisons of DPS e-rate and medicaid funding with comparable districts.
- National Center for Education Statistics, Characteristics of the 100 Largest Public Elementary and Secondary School Districts in the United States: 1999-2000.
- School board policies governing fiscal management.
- FY2001 DEA Sick Leave Usage Distribution.
- Education Finance Statistics Center comparisons of DPS with other similar districts on administrative expenditure ratios, revenues by source, per-pupil expenditures, and student teacher ratios.
- Correspondence re: Brinkman v. Gilligan from Michael Sussman to Dwight Washington dated April 24 (2001), April 30, May 1, May 9, May 14, May 21, May 29, and June 8 (2001).

Documents Reviewed by the Communications Team:

- Back to School Reporter's Notebook, 2001-2002.
- *Dayton Education in 2001: The Views of Citizens and Parents (with children in Public, Private and Charter schools).*
- Marketing/Communication Strategies for Dayton Public Schools, December 6, 2000.
- Public Information Office, 2001-2002 Goals.
- Public Information Office, Amended Budget Request.
- *Dayton Daily News* press clips.
- *Intercom: Published by the Public Information Office.*
- Dayton Public Schools press releases.
- *Yes, We Are*: From the Office of Dr. Jerrie Bascome McGill, Superintendent.

Appendices

- *Board-O-Gram: "An Information Bulletin to All Employees of the Dayton Public School District."*
- Public Information Office Organizational Chart.
- Public Information Officer Job Description.
- Public Information Office Areas of Responsibility.
- Public Information Office: Staff Duties.
- DPS TV/Media Production, 2001-2002 Status Report.
- HR Solutions, Inc., Employee Opinion Survey Analysis.
- Employee briefing material on results of employee opinion survey.
- *Shopping for Your Child's School*, Student Assignment Information Booklet for Parents and Students.
- *Communication Plus: School PR news you can use from the Ohio School Boards Association.*
- *Dayton Public Schools,* "Welcome to our new website!"
- *Read All About Us!*
- School Reporters Workshop, Evaluation Form, "What Do You Think?"

APPENDIX C: BIOGRAPHICAL SKETCHES OF PROJECT TEAM MEMBERS

Barbara Byrd-Bennett

Barbara Byrd Bennett is the Superintendent of the Cleveland Public Schools. She has held this position since 1996, when the Ohio State legislature turned the school district over to mayoral control. Since coming to Cleveland from New York City, where she was the CEO of the Chancellor's District, Dr. Byrd-Bennett has moved the district from its federal court order into unitary status, raised academic achievement levels, and approved the city's first school construction bond in decades. She received the Richard Green Award for Excellence in Urban Education from the Council of the Great City Schools in 2001.

Nora Carr

Nora Carr is the Assistant Superintendent for Public Information in the Charlotte-Mecklenberg School District, the nation's 23rd largest system. Nationally recognized for her expertise in communications technology, marketing, and public relations, Nora has developed award-winning programs for a variety of clients in education and the health care industry. A columnist for *eSchool News*, Nora is a frequent presenter and guest speaker at national conferences. In 1999, she assisted the Jefferson County Public Schools in Littleton, Colorado during the aftermath of the Columbine tragedy, serving as a media manager and handling inquiries from more than 700 worldwide media outlets. She has received more than 70 state and national awards for excellence in public relations, marketing, and communications—including four Gold Medallions from the National School Public Relations Association. She is accredited with the Public Relations Society of America.

Michael Casserly

Michael Casserly is the Executive Director of the Council of the Great City Schools, a coalition of some 60 of the nation's largest urban school districts—including Dayton. Casserly has been with the organization for 25 years, ten as Executive Director. Before heading the group, he was the organization's chief lobbyist in Washington, D.C. He also served as its director of research. He has lead major reforms in federal education laws, garnered significant aid for urban schools, pursued improvements in urban school achievement, management, and reporting, and advocated for urban school commitment to the standards movement. Casserly has a Ph.D. from the University of Maryland and a B.A. from Villanova University.

Michaelle Chapman

Michaelle Chapman is director of written communications for the Birmingham City Schools. She earned a bachelor's degree from the University of Missouri School of Journalism and worked for 21 years as a newspaper reporter in Arkansas, Texas, Florida, and Alabama. She spent the last several years of her reporting career covering education before moving into school public relations. She has been with the Birmingham City Schools since October 1997.

Kenneth Gotsch

Ken Gotsch is the Chief Fiscal Officer (CFO) of the Chicago Public Schools, the nation's third largest school system. He is responsible for managing the school district's $4.5 billion annual budget. Before taking this position in 1995, Mr. Gotsch served as both the Deputy Director of the Department of Revenue's Tax Administration Division and the Manager of Information Services for the city agency. Before joining city government, he served with the Illinois Economic and Fiscal Commission and as an accountant with Price Waterhouse. Mr. Gotsch received his Master of Arts degree in Public Finance from the University of Chicago's Irving Harris Graduate School of Public Policy and a Bachelor of Science degree in Business Administration and Finance from Marquette University.

Frances Haithcock

Frances Haithcock is the Associate Superintendent for Educational Services in the Charlotte-Mecklenberg (North Carolina) Public Schools. She has been in this position since 2000. Before her move to Charlotte, Dr. Haithcock was the Deputy Superintendent for Educational Programs, Student Support, and Human Resource Development with the Broward County (Florida) Public Schools. Her responsibilities there included educational program budget development and supervision, professional development for 20,000 employees (including 12,000 teachers), program administration, technology, and other areas. Dr. Haithcock has substantial experience in strategic planning, student services, business administrative operations, personnel, program financing, coalition building, legislative affairs, and communications. She has also been a principal, assistant principal, guidance counselor, and classroom teacher. Dr. Haithcock has a B.A. from the University of North Carolina, a master's degree from Florida Atlantic University, and a doctorate from the University of Miami. She also holds postgraduate certificates from Florida Atlantic University and Harvard University.

Jason Henry

Mr. Henry is the Senior Assistant to the Chief Financial Officer of the New York City Board of Education. He is principally responsible for planning and coordinating highly complex financial projects for the nation's largest school district, as well as directing line operations. Areas of specialization with the New York City Board of Education include workflow efficiencies and revenue maximization. Before assuming his current position, Mr. Henry was a Legislative Associate for School Finance at the Board of Education's Office of Intergovernmental Affairs. He held a similar position with the Conference of New York State's Big 5 School Districts. He earned his Bachelor of Arts Degree in Political Science from Marist College.

David Hornbeck

David Hornbeck is the former Superintendent of the Philadelphia Public Schools. He served in that post from 1994 until 2000. While Superintendent, Hornbeck presided over the reform of the Philadelphia schools, significantly raising student achievement levels in the early elementary grades. Before coming to Philadelphia, Dr. Hornbeck was an independent consultant and worked for the Washington law firm of Hogan and Hartson. He is widely credited as the architect of the

Kentucky state education reforms in 1990 that served as the prototype for the nation's education standards movement. He served as state superintendent of schools in Maryland for 12 years before that. Hornbeck holds degrees from Oxford University (England), Union Theological Seminary, and the University of Pennsylvania. He is also the Chair of the Board of the Children's Defense Fund.

Phyllis Hunter

Phyllis Hunter is a national reading consultant based in Houston, Texas. Before establishing her own company, Dr. Hunter was an education advisor to Governor George W. Bush; one of the architects of the Texas reading program; and a member of the President's Educational Transition Team. Hunter served as "Reading Czar" to Superintendent Rod Paige in the Houston Independent School District and was responsible for leading one of the nation's foremost efforts to improve reading instruction and professional development in the nation's sixth largest school system. In that role, she was responsible for developing the system's "balanced approach" to reading that essentially ended the district's reading wars and lead to substantial gains in district reading achievement. Ms. Hunter is a National Fellow of the Institute for Learning at the University of Pittsburgh and an Executive Board member of the Consortium for Policy Research in Education (CPRE). She has been a principal, teacher, curriculum director, and program coordinator, and has her master's degree from the University of Wisconsin.

Diana Lam

Diana Lam is the Superintendent of the Providence (RI) Public Schools. Before heading the Providence schools, Dr. Lam was superintendent of the San Antonio Public Schools, where she was widely credited with dramatically increasing the academic achievement of the city's public school children. When she began as Superintendent in San Antonio in 1994, some 42 schools in the city were rated as low performing; when she left in 1998, only two schools received that rating. Student state test scores showed as much as 30% gains in math, 15% in reading, and 14% in writing. Dr. Lam has also served as Superintendent of the Dubuque (IA) and the Chelsea (MA) public schools. In Providence, Lam has developed a new five-year strategic plan for the system, "Rekindling the Dream." She is widely known throughout the country as an innovative and no-nonsense leader and strong advocate for the nation's movement to set high standards for urban children.

Thandiwe Peebles

Thandiwe Peebles is the Superintendent of the CEO's district of the Cleveland Public Schools. The CEO's district is composed of Cleveland's lowest performing schools. Before this assignment, Ms. Peebles was the Executive Director for Academic Affairs in the Cleveland school district. Her experience includes principal positions at I.S. 193 and P.S. 40, both in the Bronx (NYC). She also supervised language arts curriculum, Title I reading labs, librarians for grades 3-8, and served as a district assessment liaison and teacher in New York City. Ms. Peebles has also worked in the private sector (McGraw-Hill) as a consultant. She has served as an adjunct professor at the College of New Rochelle and at Long Island University, and currently serves on the Ohio Governor's Commission on Teaching Success. Ms. Peebles has a B.S. from St. John's University, and a Masters in Education from Hunter College.

Ricki Price-Baugh

Ricki Price-Baugh is the Assistant Superintendent for Curriculum in the Houston Independent School District. She is responsible for strategic planning and the design, implementation, and evaluation of the district's curriculum and instructional initiatives for eight departments: English language arts, fine arts, early childhood education, foreign language, health physical education, mathematics, science, and social studies. Since beginning her work thirty years ago at the Houston schools, Dr. Price-Baugh has served as a teacher, department chair, resource coordinator, project manager, and director of curriculum services. Her major accomplishments include a districtwide effort to align curriculum, textbook, and assessment systems, and a substantial increase in student achievement scores in the district. She is a certified curriculum auditor for Phi Delta Kappa and is a member of Phi Beta Kappa. Dr. Price-Baugh has her doctoral degree from Baylor University, a master's degree in Spanish literature from the University of Maryland, and a B.A. (magna cum laude) from Tulane University.

Nancy Ricker

Nancy Ricker has served as Executive Director, School and Community Relations, for the Fort Worth Independent School District since1998. In that role, she oversees the communication, community outreach and partnership departments and serves as the district's liaison to the business community. Ricker joined the Fort Worth ISD in 1988 as coordinator of the Adopt-A-School Program. Before that time, she was Director of Volunteers for the Parenting Center and served as an education consultant for that agency. Under her leadership, school/business partnerships have increased tremendously and, in addition to Adopt-A-School, include the nationally recognized Vital Link program and Chairs for Teaching Excellence awards. "Reading Takes You Places," a community campaign to encourage students to read, won a National School Public Relations Association gold medal in 1999. She has received other awards from the US Department of Education; US Department of Labor; Ford Foundation; the John F. Kennedy School of Business (Harvard University); Scholastic Magazine; National Alliance of Business, National Association of Partners in Education, and the First Texas Council of Campfire. The Mayor's Commission on the Status of Women named Ricker in 1992 as the Outstanding Woman of Fort Worth. She serves on the boards of the Tarrant County Volunteer Center and the University of Texas, and is a member of Fort Worth Rotary. She has a Bachelor of Science in Education from Texas Tech University and is a former elementary school teacher.

Eric Smith

Eric Smith is the Superintendent of the Charlotte-Mecklenberg Public Schools, a district enrolling some 98,000 students. He has been in this position since 1995. Since arriving in Charlotte, Dr. Smith has led the school system into unitary status from one of the nation's longest federal desegregation court orders and raised student achievement at rates that are among the highest in the country. The Charlotte-Mecklenberg Schools are now considered one of the best urban school systems in the country. Before going to Charlotte, Smith was superintendent of the Danville and Newport News (VA) school systems. Smith is a member of the College Board and received the Richard Green Award for Excellence in Urban Education from the Council of the Great City Schools in 2000. He is also an American Association of School Administrators

finalist for 2002 Superintendent of the Year. Smith earned his B.S. from Colorado State University, his M.Ed. from the University of Central Florida, and his doctorate from the University of Florida.

Nancy Timmons

Nancy Timmons is Associate Superintendent for Curriculum with the Fort Worth Independent School District. During her more than 30 years in public education, she has served as middle and high school teacher and supervisor of English Language Arts and social studies; director of curriculum for two school districts; assistant superintendent for administrative services; executive assistant superintendent for curriculum and staff development; and associate superintendent for instruction. She has also written and contributed to several textbooks on English Language Arts and is listed in *Who's Who in American Education*. Dr. Timmons is a certified auditor by Curriculum Management Audit Centers, Inc. She holds a B.S. from Prairie View A&M and an M.S. and Ed.D. from Baylor University.

APPENDIX D: STATISTICAL COMPARISON OF THE DAYTON PUBLIC SCHOOLS[1]

	Dayton Public Schools	Similar Districts In Ohio	State of Ohio
Total Enrollment	22,590	18,280	2,835
Median Household Income	$22,602	$23,303	$29,363
Free/Reduced Lunch %	63.4	58.6	28.8
English Language Learners %	NA	NA	NA
Students with Disabilities %	15.9	12.9	12.2
Student Attendance Rate	85.9	90.5	93.6
Suspension Rate	9.2	NA	9.1
Graduation Rate	56.5	61.6	80.7
Pupil/Teacher Ratio	16.5	17.2	18.1
Elementary Teachers Certified %	90.2	97.6	98.1
Secondary Teachers Certified %	93.1	95.9	97.5
Teacher Attendance Rate	93.9	96.0	95.5
Total Annual Spending Per Pupil	$9,216 (100.0)	$8,106 (100.0)	$7,057 (100.0)
Instructional Expenditures (%)	$4,397 (47.7)	$4,488 (55.4)	$3,942 (55.9)
Building Operations (%)	2,441 (26.5)	1,527 (18.8)	1,354 (19.2)
Administration (%)	1,106 (12.0)	952 (11.7)	838 (11.9)
Pupil Support (%)	1,019 (11.1)	873 (10.8)	775 (11.0)
Staff Support (%)			
Total Annual Revenues Per Pupil	$10,056 (100.0)	$8,427 (100.0)	$7,013 (100.0)
Local Revenues (%)	3,759 (37.4)	3,455 (41.0)	3,538 (50.5)
State Revenues (%)	4,942 (49.1)	4,082 (48.4)	3,069 (43.8)
Federal Revenues (%)	1,355 (13.5)	891 (10.6)	406 (5.8)
State Performance Standards Met	3		
4th Graders Passing Reading %	23.4	35.3	58.2
8th & 9th Graders Passing Math %	31.3	43.5	70.4
12th Graders Passing All Tests %	18.4	24.5	42.3

[1] State of Ohio 2001 District School Report Card. Dayton City School District. Data for the Ohio 2002 District School Report Card was just coming available when this report went to press.

APPENDIX E: ABOUT THE ORGANIZATIONS

Council of the Great City Schools

The Council of the Great City Schools is a coalition of 57 of the nation's largest urban school systems. Its Board of Directors is composed of the Superintendent of Schools and one School Board member from each member city. An Executive Committee of 24 individuals, equally divided in number between Superintendents and School Board members, provides oversight of the 501(c3) organization in between Board meetings. The mission of the Council is to advocate for and to assist in the improvement of public education in the nation's major cities. To meet that mission, the Council provides services to its members in the areas of legislation, research, communications, teacher recruitment, curriculum and instruction, and management. The group convenes two major conferences each year on promising practices in urban education; conducts studies on urban school conditions and trends; and operates ongoing networks of senior managers in each city with responsibility in such areas as federal programs, operations and finance, personnel, communications, research, technology, and others. The Council was founded in 1956 and incorporated in 1961, and has its headquarters in Washington, D.C.

The Broad Foundation

The Broad Foundation was established in 1999. Operating as an entrepreneurial grant-making organization, the Foundation funds innovative efforts to dramatically improve governance, management, and labor relations in large urban school systems. The Foundation is dedicated to building K-12 educational leadership capacity, strengthen union-management relations and supporting aggressive, system-wide strategies to increase student achievement.

The Foundation sees improvement of K-12 public education as critical to the nation's success in the 21st century. With a changing economy that increasingly calls for a high-skilled, high-performing workforce, we believe that the public education system must rise to the challenge of educating more of its students to higher standards, particularly students falling behind in the current system. Public education, with the proliferation of numerous process-driven reform efforts, simply has not produced improvements at the necessary scale. We believe that the public system will only meet its 21st century challenge with a radical infusion of a new kind of school system leadership. As a newly created philanthropic venture, The Broad Foundation aims to invest heavily in developing these new educational leadership exemplars.